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ABSTRACT

This document focuses on the role of assistant superintendents in (1) general school administration, (2) instruction, (3) business affairs, (4) personnel services, (5) pupil services, (6) school community relations, and (7) human relations. (LLR)

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PROFILES OF THE ADMINISTRATIVE TEAM

American Association
of School Administrators
Washington, D.C.
1971

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FOREWORD

Able school administrators who serve as assistants are of inestimable worth to superintendents of schools. Responsibilities of chief school executives have become so complex and extensive that a corps of top-level assistants, to provide a wide variety of specialized functions, is absolutely essential.

The American Association of School Administrators has among its members many who hold positions at the level of deputy, associate, and assistant superintendent, and director. Their contributions to the profession of school administration are highly prized by the Association. This publication focuses on the scope and importance of the services performed by some who hold these positions.

In 1966, AASA added to the staff an associate secretary who had served as an assistant superintendent in a large city school system. In doing so the Association sought to strengthen its capacity to serve more adequately administrators serving in positions below the rank of superintendent. More second-echelon administrators have been given leadership assignments in various AASA committees. They have been invited to and have participated more extensively in drive-in conferences and other field activities. A special effort has been made to include them in greater numbers in the annual convention programs. In short, the Association is deliberately striving to give greater recognition to these levels of administrative positions.

This publication concentrates on profiles of cabinet-level administrative positions rather than on a broader

definition of the administrative team, because the management team concept means different things to different people. To some, it embraces only the superintendent and his top-level assistants. Others interpret it to include members of the board of education, the superintendent, and his immediate administrative assistants at the central office level. Still others broaden the concept to include building principals. Because of this variance in definition of the administrative or management team, it was determined to limit the present study to a consideration of the duties and responsibilities of those who serve on the superintendent's cabinet.

By drawing profiles of current practices and recommending desirable modifications in the leadership activities which these administrators perform, the contributors and reviewers have helped to bring into sharper focus the many important contributions made by these administrators.

The Association is grateful to the many contributors and reviewers, guided by George B. Redfern, associate secretary, who developed these profiles of the superintendent's cabinet.

Forrest E. Conner
Executive Secretary
American Association of
School Administrators

ACKNOWLEDGEMENTS

AASA is indebted to the many administrators who participated in the preparation of this publication. At the outset the contributors held positions as assistant, associate, or deputy superintendents. Before the publication went to press, however, some had become superintendents. The time and effort of each contributor and reviewer were willingly given and are greatly appreciated.

Appreciation is due also to Dr. Horace P. Maxcy, Jr., and Dr. Robert L. Rose, 1969-70 AASA National Academy for School Executives interns, for assisting in the preparation of the manuscript.

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Two other superintendents were invited to serve on the reviewing panel when the publication was planned: Robert L. Chisholm, former superintendent of Albuquerque, New Mexico, and Philip J. Weaver, former superintendent of Greensboro, North Carolina. Dr. Chisholm moved to the superintendency of the Arlington County Schools, Arlington, Virginia, and Mr. Weaver died shortly after the original planning meeting. It became necessary, therefore, to invite additional superintendents to serve as reviewers.

INTRODUCTION

So complicated and demanding has the superintendency become that those who hold the position have been obliged to depend upon a wide variety of expert assistants in meeting their leadership responsibilities. A cluster of supportive administrative positions has gradually been created to enable the superintendent to amplify his efforts. When referring to the superintendency today, therefore, it is more realistic to consider it as a leadership team than as a unitary position.

Titles for the superintendent's administrative specialists vary. The designations generally given these high-level administrative lieutenants are deputy, associate, and assistant superintendent. In addition, in those systems which have moved toward some form of decentralized organizational structure, the administrator in charge of a particular geographical jurisdiction is usually a district or area executive—often holding a rank a notch below that of the general superintendent. Thus the leadership team as conceived in this publication is composed of administrative specialists who hold the titles of deputy, associate, assistant, and district or area superintendent.

In order to understand more fully the nature and the complexity of the superintendency today and as it

may evolve in the last third of the twentieth century, it seems useful to study key components of the leadership team in some depth. That is the intent of this publication.

While some normative survey data have been included, this is not a status study per se. The intent is to describe in general terms some of the key positions that comprise the leadership team. A two-phase descriptive profile is drawn for each position. One phase indicates the evolution of the position and the scope of its duties and responsibilities. This phase examines vertical and horizontal working relationships with other positions, identifies obstacles and constraints that may impede accomplishment, indicates the extent to which participation in top-level decision making occurs, and delineates some of the challenges being faced.

In other words, Phase I of the profile is a description of the position as it exists today, compiled by a representative number of knowledgeable and perceptive persons who hold the position.

Phase II of the profile for each position is a consideration of some of the changes that should be made in order to create opportunities for greater leadership service. In short, Phase I "tells it like it is"; Phase II "tells it like it ought to be."

It should be reiterated that the two-dimensional descriptions reflect the opinions and viewpoints of a representative number of incumbents in these positions in various kinds and sizes of school systems. In no way is the study a comprehensive survey of practice for the country as a whole. Rather, the aim is to construct profiles of practice and promise as perceived by respected second-echelon administrators whose day-to-day duties enable them to interpret the nature of the superintendent's leadership team.

Recognizing, however, the possibility that the pressures of persistent daily duties may produce a certain degree of bias and operational myopia on the part of those who are describing their duties and responsibilities, it seemed wise to ask some superintendents to read and react to the descriptions of the second-level administrators, to validate their judgments. The superintendents' comments appear in the margins. Their task was not necessarily to challenge or to approve the viewpoints of those who had prepared the profiles. It was, rather, to express reactions to the points being considered from the vantage point of a top

administrative executive of a school system, to add one more important perspective. It should be noted, too, that the superintendents were reacting in general terms and without reference to any particular position in a specific school system, certainly not to their own systems.

The persons who prepared the profiles and those who reviewed them are listed in the Acknowledgments. All were guided by a general outline which had been prepared by a small contributing committee, suggesting several factors to be considered for each position. The members of this committee are indicated with asterisks in the Acknowledgments.

The major concern of each contributor to the profiles was to describe the current status of his position. He was asked to take into consideration what might be the typical situation, rather than to restrict himself to describing only his own position.

He was asked to cover job content and major functions being performed, as well as evolutionary trends that are bringing about significant changes in the position. It was suggested that he give particular attention to a description of significant working relationships with the superintendent, with colleagues (especially peer-level associates), with members of the board of education, with community or public groups and agencies, with communications media (newspapers, radio, TV, etc.), with professional organizations (teacher groups, administrative and supervisory organizations, at the local, state, and national levels), with state and federal educational agencies, and with other persons and groups interested in public education.

Contributors were asked to discuss in general terms how an individual might become an assistant superintendent in the particular area under consideration, noting typical preparation requirements, experience desired by the superintendent or the board of education, and special skills and other requirements which might be specified for the position. The contributors were also asked to suggest the extent to which the second-echelon position, at the policy-making level, might be considered a "stepping stone" to the superintendency.

The assets and liabilities of each position were another major concern, as were its rewards and disadvantages in work opportunities. Respondents were asked to identify some of the pressures which could

conceivably change the reward and liability "balance sheet."

It was also suggested that attention be given to the professional growth and development opportunities which each position affords. Respondents were to indicate whether these inservice opportunities come primarily through trial and error experiences or whether there is a deliberate attempt to provide growth experiences. They were to note the degree to which the superintendent and the board of education make systematic efforts to provide professional growth opportunities for their top-level assistants, and to describe such inservice programs where they exist.

Each respondent was asked to assess the degree to which the second-echelon position is really involved in top-level decision making: the extent to which incumbents in the position are called upon to help make significant policy and operational decisions.

The contributors were asked to consider the degree to which their professional performance is evaluated, whether the evaluation is informal or formal, who does the evaluating, and what use is made of the evaluation. Another concern of the profile analysis was the degree to which these positions have "job security." It was suggested that the respondents give an indication of the "mortality rate"—whether high or low.

As indicated above, Phase II of the descriptive profile is devoted to desirable changes which the incumbent feels would enlarge his sphere of leadership service. The contributors were encouraged to recommend concrete ways in which they feel they might attain greater productivity, effectiveness, and job satisfaction, and to specify "roadblocks" the removal of which would permit these second-level administrative positions to be even more rewarding and professionally satisfying.

1.
ORGANIZATIONAL STRUCTURE OF SCHOOL SYSTEMS

While this publication is not designed as a normative survey of the organizational structure of school systems in the country, it provides some data that shed light upon the composition of the administrative team in school systems of different sizes.

In March 1969, the Educational Research Service of AASA and NEA prepared and distributed to 300 school systems a questionnaire on organizational structure, levels of decision making, composition of the superintendent's cabinet, trends in increase or decrease in size of central office staffs, reasons for changes, and organizational charts to make comparisons possible. (A copy of the questionnaire appears in the Appendix.)

One hundred eighty-six of the 300 questionnaires distributed were returned, representing a 62 percent response. The distribution of responses appears in Table 1.

Organizational Structure

It is difficult to compare organizational patterns in school systems because of the almost unlimited number of variables that must be considered. For the purposes of the ERS survey, four types of structures

Table 1
Summary of Responses

Enrollment Group	Question-naire Sent	Replies Received	Percent of Response
I–200,000 and over	7	5	71.4
II–100,000 –199,999	19	15	78.9
III– 75,000 – 99,999	21	15	71.4
IV– 50,000 – 74,999	35	27	77.1
V– 35,000 – 49,999	32	23	71.9
VI– 25,000 – 34,999	61	36	59.0
VII– 16,000 – 24,999	28	17	60.0
VIII– 12,000 – 15,999	24	14	58.3
IX– 8,000 – 11,999	28	15	53.6
X–under 8,000	45	20	44.4
TOTALS	300	186	62.0

were specified, and respondents were asked to indicate which most nearly described their system.

I. *Centralized structure* was defined to mean that the source of most administrative decisions and actions was the central office. This type of organization puts prime importance upon the development of a strong central staff of specialists in as many areas as the system can provide. Even though advice and consultation may be solicited from operational units in the system, the central office staff is charged with the primary responsibility for designing educational programs and transmitting the required directives to operational administrators and supervisors at the local level to implement those programs. The key communication characteristic of this type of structure is *central office to local school units.*

II. *Central-intermediate-local structure* meant the addition of an intermediate link in the chain of action. This type of structure provides for a district or area office which is charged with the management of a certain number of local units. The intermediate office may be no more than a relatively small office consisting of a director and a secretary, or it may be a large unit with a supportive staff of administrative and supervisory specialists. The distinguishing characteristic of this type of structure is *central action through an intermediate unit to local school units.*

III. *Modified ("decentralized) structure* was intended to mean movement toward decentralization but less than total implementation of the concept. It was presumed that certain school systems might be experimenting with some form of decentralization without going all the way in that direction. The intent was to discover how far the decentralization process had advanced.

IV. *Other types of structure*, not falling within the three categories above, were asked for.

Responses. More than 86 percent of the respondents indicated that their pattern of organization is Category I, *centralized structure.*

Twenty-seven school systems reported that they were using modifications of either Category II, *central-intermediate-local structure*, or Category III, *modified ("decentralized") structure.*

Decision Making

Four alternatives were identified: (a) Decisions required to implement policies established by the board of education are made in the central office and transmitted to local schools. (b) Decisions are made by the central office and officials of districts and/or local schools *after joint consultation.* (c) Some decisions are made exclusively at central office level, others exclusively at the district and/or local school levels. (d) Decisions are reached through other procedures not covered by the first three categories.

Responses. Not quite half (48 percent) of the responding school districts use alternative (b) in decision making, i.e., determinations by central office and officials of districts and/or local schools *after joint consultation.*

One-fourth of the respondents indicated the use of alternative (a), i.e., decisions are made in the central office and transmitted to local schools.

Almost a fifth of the school systems use alternative (c), meaning that some decisions are made exclusively at the central office level, while others are made at the district and/or local school levels.

The remainder of the responding school districts use a wide variety of processes. One school system indicated that it uses all three methods from time to time, depending upon the issue involved.

Composition of Superintendent's Cabinet

An effort was made to differentiate among levels of positions in the superintendent's cabinet. These levels, for reporting purposes, were I—assistant superintendent, II—director, III—supervisor, and IV—coordinator. It was recognized that in Level I other higher titles might be listed, e.g., deputy, district, or associate superintendent, but assistant superintendent was considered the best all-inclusive classification for Level I positions. Different titles might also be used in the other three levels, but it was requested that respondents use the classifications of director, supervisor, and coordinator in order to allow meaningful comparisons to be made.

The title of a position tends to indicate its level of responsibility. The intent was to ascertain if only positions carrying the title of assistant superintendent were at cabinet level or if directors, supervisors, or consultants might also be at this level, and under what conditions.

An additional concern was to discover the administrative functions that might be represented in the superintendent's cabinet. Size was also a consideration. (See Table 2.) As might be expected, the bigger the system, the larger the superintendent's cabinet. On the average, cabinets number six or seven.

Level of Cabinet Representation. It is difficult to draw a firm conclusion about the level of positions comprising the cabinet. Approximately 44 percent of the school systems report that the cabinet is made up of those holding the rank of assistant superintendent or above. Director-level positions are intermingled with assistant superintendent or higher classifications in about 50 percent of the cabinets, however.

Functions Represented in Cabinet. It is not surprising that the heads of four functions are included in the superintendent's cabinet more often than others. The most frequently included is the head of instructional activities. The heads of business administration, pupil services, and staff personnel follow in that order.

Public relations and general administration are sometimes represented in the cabinet, but not as frequently as the above four areas. Human relations is infrequently represented, perhaps because of its relative newness as a separate department.

Table 2
Size of Superintendent's Cabinet

Enrollment Group	Number Responding	Size of Cabinet	
		Range	Median
I–200,000 and over	5	4–28	12
II–100,000–199,999	13	3–20	10
III– 75,000 – 99,999	14	4–15	10
IV– 50,000 – 74,999	27	3–18	12
V– 35,000 – 49,999	22	3–16	7
VI– 25,000 – 34,999	36	3–11	6
VII– 16,000 – 24,999	17	3–13	6
VIII– 12,000 – 15,999	13	2–15	5
IX– 8,000 – 11,999	15	3–14	6
X–under 8,000	18	3–13	5

A wide range of other functions may be included in the cabinet, but only on a very limited basis. In descending order of frequency, these functions are as follows:

1. Research
2. Vocational, community, adult education
3. Instructional planning
4. Federal projects
5. Building planning, architecture
6. Data processing
7. Area/district administration
8. Legislation
9. Audiovisual, instructional resources
10. Physical education, recreation, athletics
11. Staff development
12. Legal activities
13. Employee relations
14. Negotiation
15. Intercultural education
16. Investment officer
17. Liaison, consultant services.

Inclusion of Principals in Cabinet. School systems in 12 states reported that they include principals in the superintendent's cabinet. Most of the systems are small, but Minneapolis, Akron, and Rochester (New York), cities of considerable size, were included in the group.

Levels of Positions. The ERS survey provided data making it possible to analyze levels of positions in seven administrative functions: general administration, instruction, business administration, staff personnel, pupil services, public relations, and human relations. The comparisons among positions in these areas were made in terms of the four cabinet levels listed above (I—assistant superintendent, or higher title designations, II—director, III—supervisor, and IV—coordinator), with the addition of Levels V and VI, administrative assistant and titles of lesser rank. Levels V and VI have been combined here for comparison purposes.

It is obvious that there are many more than the five general titles indicated above. These were used to make comparisons as meaningful as possible. Table 3 breaks down each level of position in terms of the seven administrative functions. Of the almost 6,800 positions listed, approximately 9 percent were at Level I, 19 percent at Level II, 30 percent at Level III, 23 percent at Level IV, and 19 percent at Levels V and VI.

Table 4 *ranks* each administrative function in relation to the percentages of persons holding the positions of assistant superintendent, director, supervisor, coordinator, and administrative assistant.

An analysis of the data indicates that three functions—instruction, business administration, and general administration—tend to hold higher ranked positions in the leadership team than the other four functions, which rank in the following order: staff personnel, public relations, human relations, and pupil services.

By consolidating the ten enrollment groups into three larger units, it is possible to compare levels of position in each function for large, medium, and small school systems. Figures 1, 2, and 3 show these comparisons.

Larger Systems. Figure 1 shows that in larger school systems the areas of general administration, public relations, and human relations tend to have the highest rank(Level II), followed by business administration and staff personnel (Level III), and instruction and pupil services Levels IV and V).

It must be understood, however, that there are Level I positions in each of these areas when *all* sizes of systems are considered, as in Table 3. In fact, approximately 600 (about 9 percent) of the 6,800 positions

Table 3
Comparison of Levels of Positions by Administrative Function

Function	Level of Position									
	Level I Ass't Supt.		Level II Director		Level III Supervisor		Level IV Coordinator		Level V Admin. Ass't	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
General	53	23%	77	33%	59	26%	22	10%	18	8%
Instruction	240	6%	623	17%	1,167	32%	924	26%	730	19%
Business Administration	166	12%	346	24%	432	31%	298	21%	162	12%
Staff Personnel	101	20%	113	23%	123	25%	88	18%	68	14%
Pupil Services	41	5%	109	12%	197	24%	227	27%	263	32%
Public Relations	7	6%	31	25%	25	20%	20	16%	41	33%
Human Relations	4	16%	6	24%	6	24%	3	12%	6	24%
Totals	612	9%	1,305	19%	2,009	30%	1,582	23%	1,288	19%

Table 4
Rank and Percent of Functions at Each Level of Position

Function	Level I		Level II		Level III		Level IV		Level V	
	Rank	Percent	Rank	Percent	Rank	Percent	Rank	Percent	Rank	Percent
General Administration	1	23%	1	33%	3	26%	7	10%	7	8%
Instruction	5.5	6%	6	17%	1	32%	2	26%	4	19%
Business Administration	4	12%	3.5	24%	2	31%	3	21%	6	12%
Public Relations	5.5	6%	2	25%	7	20%	5	16%	1	33%
Staff Personnel	2	20%	5	23%	4	25%	4	18%	5	14%
Pupil Services	7	5%	7	12%	5.5	24%	1	27%	2	32%
Human Relations	3	16%	3.5	24%	5.5	24%	6	12%	3	24%

Figure 1

Level of Rank of Positions by Areas Found in Larger School Systems

(Enrollments: 50,000 and Above)

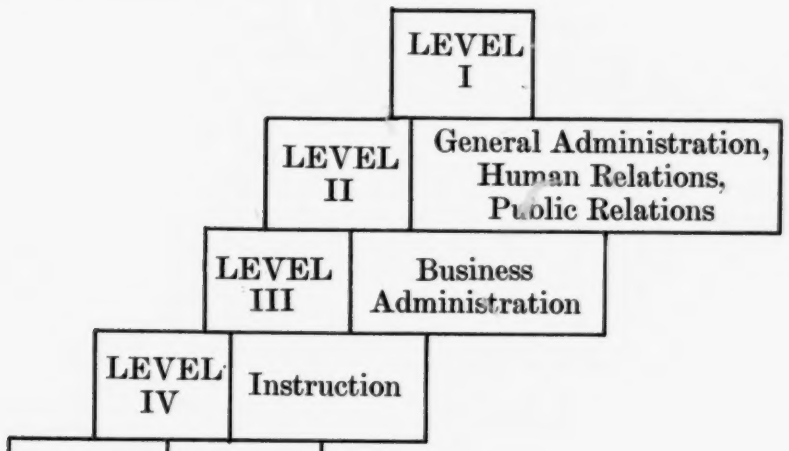


Figure 2

Level of Rank of Positions by Areas Found in Medium-Size School Systems

(Enrollments: 25,000–49,999)

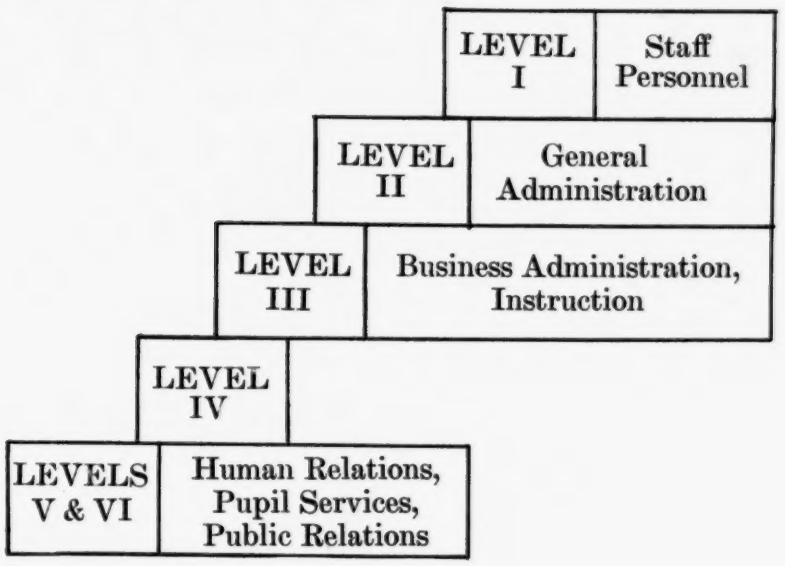
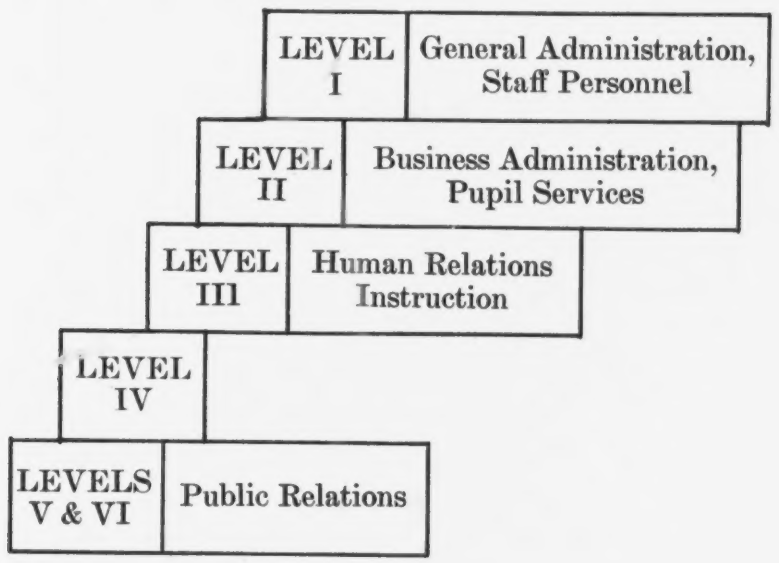


Figure 3

Level of Rank of Positions by Areas Found in Smaller School Systems

(Enrollments: 24,999 and Below)



LEVEL I —Assistant Superintendent

LEVEL II —Director

LEVEL III —Supervisor

LEVEL IV —Coordinator

LEVELS V&VI —Administrative Assistant (or lower designation)

studied carried the rank of assistant superintendent or higher. The data in Figure 1 merely indicate that when size is considered, there is a tendency in larger systems to allocate rank of positions in all seven areas at the director level and below.

Medium-Size Systems. As Figure 2 indicates, in systems enrolling from 25,000 to 49,999 pupils, positions in two areas, staff personnel and instruction, carry higher ranks than in larger systems. Positions in human relations and public relations are given lower ranks than in larger systems. General administration, business administration, and pupil services retain the same relative status.

Smaller Systems. The ERS survey indicated a trend in smaller systems to elevate staff personnel and general administration to Level I rank. Business administration is also advanced one level. Pupil services makes a marked advance from Levels V and VI to Level II. Instruction tends to remain in Level III. Public relations drops to a lower administrative level in smaller systems.

Once again, it is important to emphasize that the placement of certain functions at various levels or ranks in systems of different size represents general tendencies. No other inferences should be drawn from the data in Figures 1-3. Table 3, it will be recalled, showed that every function may be found at every level.

Many factors affect the rank given various functions. Tradition is an important influence. Conditions which are of particular significance in a given school system help determine allocations of rank. Older functions, such as general administration and business administration, which have existed as separate administrative areas for a long time, often tend to be placed at a higher level in the central office structure than newer ones. However, the ERS survey indicated that staff personnel, as a separate function, has been assigned a higher rank than might be expected inasmuch as it is a relatively recent addition to the superintendent's team of administrative assistants. It is, therefore, very difficult to account for the great variation among school systems not only in administrative structure, but also in levels of rank given various functions.

Causes for Increasing Size of Central Office Staff

The factor that has had the greatest impact upon the size of central office staffs in the last five years, regardless of size of school system, has been the increase in educational services for all pupils. State and local, rather than federal, funds have been used to augment these services. The second most influential factor in expanding central office staffs has been the increase in compensatory programs. These have been primarily financed by federal funds.

Larger school enrollments due to population growth are the third most significant cause for central office staff increase. Change in organizational structure ranks next in importance, followed by school district reorganization. Other less frequently cited causes were professional negotiation, change in school and community needs, strengthening of several departments, decentralization of responsibility, increased maintenance services, and introduction of data processing.

When size of system is taken into account, it is difficult to point to any one cause for the increased number of central office personnel. Table 5 identifies the two most common causes for each of the ten enrollment groupings.

Table 5
Chief Reasons for Increase in Size of Central Office Staff

Group No.	Enrollment	Chief Cause
I	200,000 and over	1. Increases due equally to (a) more educational services for all pupils and (b) compensatory programs 2. Changes in organizational structure
II	100,000–199,999	1. Changes in organizational structure 2. Compensatory programs
III	75,000 – 99,999	1. More educational services for all pupils 2. Compensatory programs

Table 5—Continued
Chief Reasons for Increase in Size of Central Office Staff

Group No.	Enrollment	Chief Cause
IV	50,000 – 74,999	1. More educational services for all pupils 2. Compensatory programs
V	35,000 – 49,999	1. More educational services for all pupils 2. Compensatory programs
[illegible]	25,000 – 34,999	1. More educational services for all pupils 2. Increased enrollment due to population growth
VII	16,000 – 24,999	1. More educational services for all pupils 2. Compensatory programs
VIII	12,000 – 15,999	1. Increase of enrollment due to population growth 2. Changes in organizational structure
IX	8,000 – 11,999	1. More educational services for all pupils 2. Increased enrollments due to population growth
X	under 8,000	1. Increase of enrollment due to population growth 2. Compensatory programs

Decreases in Size of Central Office Staff

Decreases in size of central office staffs during the last five years have been rare among the school systems surveyed. The two most prevalent causes have been financial stringencies and changes in organizational structure. Decentralization of central office staffs, though apparently not widespread during the last five years, was reported to be the chief cause in a few instances.

2.
GENERAL ADMINISTRATION

Profile I—*Current Status*

General Administrator: *Consultant to the superintendent, implementer of board policies, communicator and interpreter of school system activities, record keeper, personnel recruiter, supervisor and evaluator, adviser on legal and financial matters related to education, negotiator, researcher, superintendent's representative.*

The general administrator is responsible for a wide range of educational endeavors. He must be familiar with an almost unlimited number of administrative functions. He is obliged to have at least moderate familiarity with many other areas.

When the school system becomes too large for the superintendent to perform all of the functions effectively as a "one man" executive, a position of assistant superintendent often is created. It may be decided that the assistant will be a generalist rather than a specialist in a given area.

The title of the position varies, ranging from administrative assistant or assistant for administrative services to deputy, associate, or assistant superintendent. The general administrator's chief function is to assist the superintendent in the coordination of administrative services. In fact, he is the superintendent's alter ego, his stand-in when necessary, and his delegated representative on many occasions. Change in title or reclassification is usually a result of tenure in the position, a way to recognize satisfactory or outstanding service, or a means of granting salary increments. Normal progression in advancement is usually

Very often an assistant to the superintendent is selected with competencies which supplement those of the superintendent, e.g., business manager.

Assuming that the superintendent is a generalist, it is likely that only very large school systems can have a second generalist on the staff.

In many school systems this "alter ego" role is performed by the assistant with the longest tenure or the broadest responsibility.

This position is an excellent "proving ground" for advancement to the superintendency.

from administrative assistant to deputy superintendent. The general administrator's duties, title, and advancement up the leadership ladder vary widely among school systems. These factors may be altered also when the superintendency changes.

Major Functions

Title or level of position does not necessarily indicate functions performed. Many duties defy job descriptions. However, an examination of the duties and responsibilities assigned general administrators indicates the following chief kinds of roles:

Also a promoter of curriculum change through the utilization of teachers, students, and parents to make instruction more relevant to learners.

- Administrative adviser and consultant to the superintendent
- Developer, implementer, evaluator, and modifier of administrative procedures in carrying out board of education policy
- Communicator and record keeper for administration of the district
- Recruiter and recommender for appointment of personnel to service the district
- Supervisor and evaluator of staff members
- Interpreter of the system's program to lay and professional groups
- Developer of the school and administrative calendar
- Adviser on legal and financial matters applicable to the operation of the school system (although laws have become so complex that a lawyer is really required for most problems)
- Administrative representative in negotiations
- Administrative researcher in developing and producing progress reports on activities in the school system
- Representative of the superintendent on board and citizens committees
- Performer of numerous other duties which may be delegated by the superintendent.

The above responsibilities clearly indicate that the general administrator is held responsible for functioning in four broad areas: improvement of the educational program, selection and development of personnel, management of the schools, and working with the community.

Because the art of school administration has become more complex and sophisticated, it is becoming

increasingly difficult for the general administrator to function as a "generalist." A great deal more administrative expertise is required to carry out effectively all of the managerial requirements of school administration. Training programs, as provided by some colleges and universities, are not giving adequate preparation for many of the general administrator's duties.

The position itself often becomes the real laboratory.

Significant Working Relationships

Relationships with Superintendent. These relationships have changed very substantially in recent years. The superintendent has less and less time to devote to operational details. He is obliged to depend upon his top-level lieutenants—especially in general administration—to be his representatives. The superintendent tends to be preoccupied with the board of education, program evaluation, planning and budgeting, and public relations.

In addition to these, staff and student relations, policy development, and staff evaluation.

As the superintendent has become more completely and sometimes exclusively concerned with broader policy-level activities, he has turned to his leadership team members to assist him in board meetings and to carry through with the determinations made by the board of education. Some boards of education have come to look to the total administrative team for managerial leadership.

The management team must go beyond the central administration and include principals.

While the superintendent has staff conferences with his leadership team, it has become necessary for individual members of the team to have direct access to the superintendent on a day-to-day basis. If the assistant is to be effective in making a wide variety of operational decisions, he must have the opportunity to consult with the superintendent as the circumstances arise. It would seem logical to conclude that the relationship the general administrator has with the superintendent is one that is very close and informal, and one in which both parties demonstrate the highest mutual trust and confidence in each other. This close working relationship is the most important ingredient in making the leadership team a viable instrument for giving the school system effective administrative and managerial leadership.

The superintendent's door must be open always for business discussions, and care should be taken not to let informal visitation be the overriding preoccupation of every meeting.

Relationships with Peer Group. It is obvious that if the school system is small and there are only one or two assistants on the leadership team, working with

All too often superintendents' failures are due to a lack of ability in this area.

peer-level colleagues is not particularly difficult. However, as the school system becomes large and complicated, and the number of cabinet-level assistants increases, working closely with peer-level colleagues may become a significant problem. Periodic "cabinet" meetings provide a regular forum for peer-level interaction. In many systems there are almost daily contacts, usually of an informal nature, which enable the second-echelon administrators to confer and keep in close contact as they perform their various responsibilities.

These meetings should be regularly scheduled.

The amount of interaction among the second-echelon administrators varies from one school system to another. It appears that the philosophy of the school system and the predilections of the chief school administrator determine to a large degree how much opportunity and encouragement are given for second-echelon administrators to confer and work together.

This is an important criterion in measuring the quality of education found in any school community.

The quality of interaction at this level is the touchstone of successful operation. Fiscal operations, legal matters, civil rights, professional negotiation, data processing, and many other areas have become so complex that without frequent, frank interaction, a generalist will have difficulties in performing his functions. It is important not to allow any area to become insulated or isolated.

There are many superior second- and third-level administrators who are being forced out of or made to feel unwelcome in their general professional associations. AASA should provide bold leadership in serving the professional needs of these administrators.

Second-level administrators of cabinet level often do not have specific professional organizations with which to identify. The American Association of School Administrators, however, does include these administrators among its ranks, and an increasing number of deputy, associate, and assistant superintendents belong to the organization. There ought to be greater opportunities for these administrators to identify with a state and national organization. It is in response to this need that this publication has been prepared. Both state and national associations of school administrators should make greater efforts to develop programs and provide opportunities to enable this level of administrator to feel a stronger sense of professional identification. These opportunities probably need to be task-oriented rather than position-centered.

State associations fail woefully in this responsibility. Most programs are for the school superintendent.

Another way to give top-level aides of the superintendent a greater sense of identity is to program more special discussion groups and sessions at the AASA annual convention in which they will have major roles and responsibilities.

Relationships with Members of the Board of Education. As has been indicated earlier, there is a growing tendency for boards of education to regard the superintendent's leadership team as a unit with which to work in carrying out their policies. (Nevertheless, it is still generally understood that in formal relations with the board of education the second-echelon administrator contacts the board through the superintendent of schools. Seldom would these administrators originate communications with board members unless the superintendent of schools had directed them to do so.) The superintendent is coming to depend more and more upon his top-level staff members to make reports to the board of education, to answer questions of board members, and to carry out specific assignments. Boards are becoming accustomed to having members of the leadership team represent the superintendent in their particular areas of expertise. Many superintendents feel that it is a mark of strength in administration to have an able team present at board meetings and to rely upon these individuals to carry the principal responsibility for given areas or functions in the organizational structure of the system. The superintendent will be selective in assigning tasks to his administrative lieutenants, being fully aware that the responsibility for their actions will remain upon his shoulders.

This indeed is the mark of a successful superintendent or as a matter of fact of any successful administrator.

Relationships with Communications Media. As with the board of education, so with communications media, the superintendent now turns more and more to his lieutenants to interpret the school system and its program. No longer does he feel that he alone has to speak for the school system as a single voice. As in the case of the board of education, it is generally understood that assistants will make sure that the superintendent's office is fully aware and approving of their contacts with newspapers, radio, TV, and other media.

It is doubtful that items which are to be discussed by the board should be communicated, even with administrative interpretation, prior to board discussion of them in board meeting.

It is not uncommon for a second-echelon administrator at the central office level and at lower levels to appear on radio or television to discuss crucial educational issues or to describe particular educational programs. Even though community relations personnel have been added to the staff at the central office level, it is not unusual to have the actual contact made by a member of the administrative team, particularly when the topic or issue is one which

that individual is best qualified to discuss. Obviously, in the absence of the superintendent one of the members of the leadership team—often in the area of general administration—may speak in his behalf to communications media.

A word of caution: it is easy to "overcommunicate" in order to satisfy community pressures and demands. This may leave someone in an impossible position on the delivery end. Overenthusiasm in giving assurances of solutions that are still distant prospects or not even within the realm of reasonable attainment must be resisted.

There is great variability among school systems in the extent to which administrators at the second-echelon level are assigned responsibilities in the area of communications. This makes it very difficult to generalize for the country as a whole. But there seems to be a trend toward having communications media turn to the administrative team members, as well as the superintendent, for information about the school system and its programs.

Relationships with Professional Organizations. It has already been indicated that the general administrator is gradually becoming more and more involved in negotiations with educational associations or teacher unions. These contacts, however, are usually—if not always—made with the full knowledge and consent of the superintendent. In fact, the assistant who works with these organizations usually is the superintendent's designated representative.

No matter how big the school system, the superintendent should keep as close as possible to staff involvements.

As teacher militancy has accelerated, good working relationships between administrative and teacher groups have been strained. Formalized collective negotiation unfortunately tends to widen the gap between these two important components in the school organization. The "distance" between the central office and the classrooms has increased rather than decreased. Many thoughtful observers of this trend argue that the distance will become even greater unless principals are included on the "administrative team" in collective negotiation.

Unless principals are included on the administrative team the school has no representation for management on its staff.

Other types of professional organizations not concerned with negotiation also have contacts with the superintendent's office. Quite frequently an assistant may be delegated to work with these groups. In each instance the assistant represents and speaks for the

This is not at all a certainty. Their opinions should be heard, but they should not participate in actual negotiation.

superintendent or the board of education.

Relationships with State and Federal Agencies. With the increased involvement of state and federal agencies in education, the central office staff in many school systems has been increased to include a specialist for the development of educational proposals for federal and state funding. Even with such a specialist on the staff, however, there is still need for other administrators to confer with him and to contribute to the formulation of proposals and projects. Unless there is extensive peer-level communication between the specialist and members of the leadership team, the federal funds tend to set up a parallel school system. The specialist needs to be a member of the administrative team and to be deeply involved in staff meetings. Improved cost benefit returns of state and federal funds depend upon this type of coordination.

In those systems not able to afford the services of a specialist in state and federal relationships, it frequently becomes the responsibility of an assistant superintendent in charge of general administration to be the liaison with the state and national organizations or agencies. Such responsibility requires him to be conversant with all of the ramifications of state and federally funded education programs.

Trends

Major trends in several areas have had an impact upon the general administration of the school system.

Collective Negotiations. The rapidly changing relationships between teachers and administrators have modified the role of the superintendent and his general administrative assistants. They are well-advised to take the initiative in clarifying their roles in negotiation before teachers do it for them. Negotiation tends to cast the administrator in the role of a manager somewhat like those in business and industry.

In order to be adequately prepared for negotiation, salary data and comparative studies of compensation levels, fringe benefits, working conditions, and other aspects of employment must be assembled. The responsibility of collecting the data and preparing reports to be used in the negotiating process is frequently assigned to the general administrator, often with the result that administrative services have had

Perhaps these tasks should be given to someone outside the school organization.

their span of control stretched almost to the breaking point.

As the complexity of the total negotiation process has increased, it has become necessary for the general administrator to be more skilled in planning and evaluation. Existing board of education policies, administrative procedures, and contracts for both professional and nonprofessional personnel must be evaluated so that plans can be developed for succeeding negotiation sessions. The formalization of the collective negotiation process has required those in general administration to become much more knowledgeable about the process. The general administrators have also become more closely associated with the superintendent and the board of education.

In time the generalist may become the specialist in negotiation.

Negotiation has changed the role of the superintendent, making it difficult to be an expert in all the phases of the educational enterprise. He must rely upon many of his staff for "expert" advice and as consultants at the negotiation table. In the past, he has been the primary communicator between staff and board of education. Increasingly, he is becoming obliged to delegate many of these responsibilities to the top-echelon assistants. Though he may delegate at least some of the communication function, he must retain the ultimate responsibility of being the primary communicator with the board of education.

He should never give up this responsibility. Subordinate administrators may be utilized in the process, however.

Specialization. This is an age of increasing specialization, with more specific knowledge and skill being required of administrators, teachers, and other certificated and noncertificated personnel. This trend also has had a significant influence upon the role of the general administrator.

More districts across the country are employing specialists in audiovisual education, social work, counseling, and many other auxiliary areas of the school program. Teachers are becoming more specialized in their areas of performance. The addition of many paraprofessionals, e.g., lay readers, library aides, and other types of teacher aides, has had an impact upon the administrative process, making more demands upon the time and effort of administrative personnel. It is important to keep these new positions in proper perspective and to be sure that new functions are appropriately located in the organizational structure. Greater care is required in defining the roles of these

This type of planning is essential.

new employees, in developing operational procedures which will guide them in carrying out their duties and responsibilities, in providing preservice and in-service education, and in developing guidelines for helping to mesh their services into the resources of the school system.

It is imperative to prepare, review, and update written job descriptions for new positions.

Administrators must assume direct responsibility in promoting promising innovations in staff utilization. Following the crowd is not enough.

Student Militancy and Civil Rights Activity. Emerging pressures caused by student militancy and civil rights activity are having serious effects upon the administrative services of the school district. Not the least of these is the many hours required to work with students, the school attorney, ministers in the community, police, human relations groups, and civic agencies.

More time is probably being spent in working on problems that have already occurred in these two areas than in developing preventive measures to reduce the level of student militancy and lessen the alienation of civil rights groups. Failure to delegate administrative time to developing programs to deal with these two potentially explosive problems may have serious consequences for the public schools.

The school principal must be included in these efforts. In fact, he should be in the center.

Clearly what is called for is continuing development of new lines of communication between the student body and the staff, between the school and parent groups, and between the school and the community at large.

A school council, the majority of members being students, is a useful mechanism for meeting this need. It can deal with a variety of problems, such as boredom of students, changes needed in teaching methods, better teaching, and school regulations.

Urbanization. As the general public has increased its interest in public education, it has also become more deeply concerned about utilizing the schools to solve some of the problems that result from the continuing urbanization of our society. This trend has placed new pressures upon school administrators, particularly at the central office level. It has required them to provide bold and creative leadership and to devote much more time to the coordination of the human resources of the school so that they can mesh with resources in the community. It has become vitally necessary that all of the resources in the community be brought to bear upon the difficult problems which the urbanization process has created. The school is a focal point in this collaborative effort. The school administrator must devote time and effort to the development

This is the prime responsibility of the superintendent. Little of this important function should be delegated to others on the staff.

of appropriate action, but he must also study the educational implications of the deepening and persistent problems of urban life.

Impact of Modern Technology. The development of data processing services and the introduction of data systems have brought research to a level of sophistication hardly dreamed possible in previous times. The establishment of various kinds of data banks, involving a wide variety of school functions, provides information that can be used in making many complex decisions and solving many difficult problems. However, increased administrative time and effort are, of course, necessary to make full use of all the data we now have available.

Selling the community and the board of education on the need for data processing equipment and personnel is an important leadership responsibility.

The administrator must make sure that input data are accurate and that resulting reports from the computer are true product reports about what is taking place in the school system. It is vital that the administrators, especially at the central administrative level, become involved very early, at the primary point, in monitoring the data collecting process so that it may more effectively serve the needs of the district. Administrators must be sure that data processing is used in a manner that will ensure efficient operation without losing the human equation or allowing the computer to become a dictator in making important decisions in the educational process.

Few generalists will have the specific knowledge of data processing to do this job. They too will have to develop the competence.

Too few administrators are trained to take advantage of data processing. More emphasis must be given to inservice education for existing administrative staffs. At the preservice level, administrative programs now and in the future must prepare administrators to take advantage of the potential of data processing.

This seems to be the trend.

It is obvious that the many trends we have noted, and others too, are having a very great impact upon the nature of the duties and responsibilities of the general administrator. While he still must operate in a great many areas, he is now being obliged to delve more deeply and intently into each area if he is to make responsible judgments and decisions as an administrator. Admittedly, this trend is likely to cause superintendents to forego employing generalists in favor of specialists.

Becoming an Assistant Superintendent

There are undoubtedly a wide variety of ways by which a general administrator may advance to the position of assistant superintendent. Primary qualifications in most states are possession of a master's degree with a heavy emphasis in school administration, successful teaching experience, and administrative experience at various levels below the rank of assistant superintendent.

Any number of other individual qualifications may be cited as being essential:

- Skill in the areas of written and oral communication
- Demonstrated ability to work with peers in a team relationship in which the individual can be both a leader and a follower; catalytic skills for pulling together divergent ideas and views of staff members
- Ability to coordinate and plan
- Ability to see what has to be done and tenacity to stick to the task until it is completed
- Capacity to live with pressure and to "roll with the punches" due to demands which have intensified markedly in recent years
- Inclination to develop a sound and well-rooted philosophy based on viable leadership principles
- Possession of a sense of humor, especially in relationships with "superiors" and colleagues
- Good background and understanding of the operational procedures of school systems in general (especially important if the individual is to function as a general administrator)
- Maturity, including the ability to accept (perhaps expect) an increasing amount of adversity
- Demonstrated evidence of loyalty to professed principles and beliefs regarding life and education.

This trend should be encouraged.

Many institutions of higher education have developed internships in their graduate programs. These afford opportunities for graduate students to move into central office positions which may lead to the assistant superintendency.

The position of superintendent in a small system is excellent training for the position of assistant superintendent in larger systems.

Promotion to the assistant superintendency is not generally a complicated process. If the individual has had the appropriate preparation required by state statutes and the kind of experience that has enabled him to develop the abilities indicated above, the

chances for promotion to the assistant superintendency are rather favorable.

I think the answer is in the negative.

In this new era of school administration, there is a need to reexamine certification requirements. It is useful to raise the question, Do all the specialists on the administrative team have to hold certificates heavily laden with educational course requirements?

In many instances, the assistant superintendent moves up through the ranks in the particular school system in which he gets his first chance at the assistant superintendency. Promotion from within is a common practice in many school systems. There are some disadvantages, however, in relying exclusively upon this internal promotional process. Inbreeding may result from the "promotion from within" process. More and more school systems are seeing the advisability of having a proper balance between those who come up through the ranks and those who have transferred from outside the system. A blend of the two seems to be a desirable practice.

Be sure to get the best qualified person for the job.

Assets and Liabilities

Tremendous opportunities for developing a sense of professional achievement are inherent in the assistant superintendency. Abundant personal satisfactions are afforded, the position earns high respect, it enables one to contribute substantially to the total educational program, and its financial rewards usually permit a satisfying level of living.

There are liabilities too, of course. Operational imperatives of the position may conflict with the individual's best professional judgment and beliefs. He may find himself, on occasion, being asked to support a position or to represent the superintendent on an issue with which he may not be in sympathy or in agreement, yet as a member of the superintendent's team, he is required to be completely supportive.

Long hours and exhaustive expenditure of energy are other liabilities. When given an assignment, the assistant superintendent is expected to finish the job no matter how long it takes. The result, in extreme cases, can be an unreasonable drain upon mental and physical health, not to mention undue interference with family responsibilities.

The balance sheet of assets and liabilities depends to a large extent upon the point of view of the individual. To the aspirant who is eagerly and im-

patiently looking forward to the time when he may attain a chief executive's post, a seemingly long period of apprenticeship may seem burdensome. To bear heavy responsibility without enjoying the privilege of being the final authority may become a burden. This is not to say, however, that some assistant superintendents don't enjoy the opportunity to make decisions without having to carry final responsibility for them. One of the attributes of the perceptive superintendent is the ability to identify the individual who is best equipped to be the "man behind the man."

In the final analysis, the balance sheet of assets and liabilities in the assistant superintendency depends upon the caliber and behavior of the superintendent and the desires and actions of the assistant superintendent.

Professional Growth

It has been said that having a top-notch man in the post of superintendent affords the greatest opportunity for professional growth and development of an assistant superintendent. This statement implies that the chief executive's commitment to the importance of providing inservice growth opportunities for the members of his leadership team will largely determine how extensive the opportunities will be. Unfortunately, too few inservice activities have been available to most assistant superintendents. Formalized, systematic programs have been rare. The need for assistant superintendents to participate in planned programs of professional growth and development is hardly debatable. Perhaps the most effective way for a board of education and superintendent to promote the development of top-level assistants is through the provision of opportunities for advanced study and for participation in various kinds of workshop activities. Also, more assistant superintendents themselves should seize the initiative to promote their own professional growth and development without waiting for prodding or for an organized program in the system where they work. This effort should be expended at both the state and national levels.

An applicant for assistant superintendent should inquire about the opportunities for professional growth and development before making a decision to accept a position in a particular school system.

The expanding program of the National Academy for School Executives of the American Association of School Administrators can be one avenue for the professional growth and development of second-level administrative leaders. Colleges and universities are

amplifying opportunities for inservice development, not only for the top-level school administrators in the country, but also for their assistants. Experience gained through the programs which may be developed by the U.S. Office of Education in its Educational Professional Developments activities should also open up new avenues for the ongoing professional growth and development of school administrators at all levels.

It seems that while there has been a scarcity of organized effort in the past to promote systematic growth and development, this condition is changing. Boards of education and superintendents see the advantage of promoting the professional growth of the leadership team, and it is to be hoped that incumbents in these positions will increasingly take advantage of expanding opportunities. Recognizing the legitimacy of the assistant superintendency as a career and not simply a stepping stone to the superintendency should do much to encourage the professionalization of the position.

Assistant superintendents must be encouraged to join and participate actively in associations directed to their field of interest.

Decision Making

Assistant superintendents, particularly in the area of general administration, are increasingly being involved in decision making at the highest level in school systems. As has already been pointed out, pressures in school administration today and the complexity of the problems that must be solved make this a necessity. The degree of second-echelon involvement in top-level decision making depends upon the philosophy of the school system, perceptions of the superintendent himself, and policies of the board of education.

Good board of education policies periodically reviewed will help also.

Most decisions are made on the basis of detailed information and research. Considerable staff work must be done before a sound decision can be made: position papers must be drafted and various kinds of reports compiled. The assistant superintendent is often assigned the responsibility for doing basic preparatory work leading up to the actual decision making. This is a very important kind of involvement in decision making.

Most important decisions are made cooperatively around the conference table in the superintendent's office. The chief executive increasingly relies upon his first-line advisers to help him reach the wisest decision or the best alternative from among the options

which are open. It is safe to conclude that decision making in most school systems—especially the large and complicated ones—is carried out by teams of administrators rather than by a single individual. The assistant superintendent is deeply involved in this process.

Evaluation

Evaluation, formal or informal, takes place in all school systems. Consideration might well be given, perhaps at the state level, to the development of broad criteria of successful performance which could be adapted for use in local school systems. Assessment of the assistant superintendent's performance is usually made by the superintendent. The board of education may be involved in the evaluation in some instances. Usually these judgments are made informally by the superintendent for purposes of determining salary or deciding whether the individual will be continued or promoted. Salary, promotion, and contract renewal make unfortunate primary goals for evaluation. More and more, however, the evaluation process is being used to promote the professional growth of the administrator. This is a promising development. Systematic evaluation can and should be a tool for the improvement of leadership performance. It should hold a higher place among the priorities of the superintendent and the board of education in more school systems.

The place of evaluation in the improvement of managerial performance has long been recognized and prized by business and industry. Systematic evaluation by job objectives, used with reasonable success in industry, may offer a promising possibility in school systems. It could be the means to enable the individual to—

- Understand more completely the scope of his duties and responsibilities.
- Develop the ability to establish long- and short-term goals.
- Place priorities upon certain leadership tasks which are most critical in the performance of his duties and responsibilities.
- Clarify relationships with those whom he directs and supervises and with those who direct and supervise him.

School systems are starved for funds for the education of children, which makes it understandable that they lag behind business and industry, where the ratio of supervisor to employees is much smaller than in school systems.

- Improve his own day-to-day operational efficiency, enhance his self-image, and increase his job satisfaction.
- Understand better "how he is doing" from the point of view of those to whom he looks for advice, counsel, and guidance.
- Receive commendation and esteem for responsibilities handled well.

Profile II—*Desirable Changes*

General Administrator:
Delineate job responsibilities more fully, define limits of authority with greater precision, clarify working relationships, amplify in-service growth opportunities, provide sabbatical leave privileges, form professional associations at local and regional levels with a focus upon activities designed for second-level administrators, develop more systematic supervisory techniques to guide and reinforce members of the superintendent's leadership team.

Suggestions for change in the assistant superintendency do not involve reducing the scope of the position. Rather, they involve defining jobs more precisely, stipulating limits of responsibility and authority, clarifying working relationships, providing for more systematic and comprehensive inservice growth opportunities, instituting closer supervisory assistance, and reinforcing support of the position of assistant superintendent.

Better Job Definition

More precise descriptions of the duties and responsibilities involved in a position should be given at the time the individual is appointed to it. Too frequently an individual is appointed to a position and

is then obliged to develop job content understanding and to create his own job description by trial and error. The time is ripe for chief school administrators to develop more formalized job descriptions for these top-level positions. Without more precise job definition and task allocation, it is likely that there will be a generous amount of buck passing, especially on the "hot" issues. At the very least, team members are likely to suffer from role confusion.

Job descriptions are a must, yet the more precise they become the more rapidly the generalist in administration will disappear.

It may be unrealistic to expect that formalized job descriptions will be prepared for every position on the superintendent's administrative team. In fact, detailed written job descriptions may not be the answer. Time is required to prepare these statements. As soon as they are on paper they start becoming obsolete. A more promising approach may be to prepare a written statement listing the broad expectations of the superintendent and the board of education with reference to the particular position. Certain leadership tasks are more important than others. Some expectations have higher priority, particularly in the mind of the chief school executive. It is important that second-echelon administrators be aware of priority values held by the superintendent. Even with a clearly defined and written job description, it is imperative to know how to commit personal energy and other resources available. It is obvious that everything can't be done as expertly as may be desired.

Any list of job expectations should be considered as tentative. Breadth of duties and responsibilities, unforeseen problems, and the necessity for flexibility make it unrealistic to design a nice, neat list of performance objectives. Closer communication between the superintendent and the members of the administrative team, in making sure that there is reasonable agreement about tasks which should have the highest priority, is probably the most that can be expected.

An additional advantage in having a clear understanding of the most important expectations of the school system is that it facilitates the evaluation of performance effectiveness. To say that it is important that the individual understand what is expected of him seems obvious, yet all too frequently these understandings are vague if not nonexistent.

Working Relationships

As the size of the leadership team increases, the

need to clarify working relationships becomes more acute. Two kinds of relationships are involved: the countless daily informal contacts between members of the team, and the more formal relationships in cabinet meetings at which the superintendent and team members exchange viewpoints and make decisions about the operation of the school system.

A well-designed organizational chart is essential. Staff members need to contribute to its design, be involved in its review, and make suggestions for changes as need becomes apparent.

Some clarification of working relationships can be achieved through a better understanding of the organizational structure of the school system. Levels of positions and lines of interaction need to be clarified. There is no discounting the fact that the personalities of individuals involved will have much to do with the degree to which working relationships will be compatible or strained. It may be helpful for the chief executive of the school system to take the time to explain his perception of the manner in which team members should work together. Once individuals get some idea of the viewpoint of the leader, day-to-day interaction may proceed more smoothly and effectively.

Assistants should be properly deployed, and reassigned if they are in areas where they do not belong.

In formalized group meetings at the cabinet level, the problem of relationships may be taken care of in a developmental and natural manner without very much need for deliberate effort on the part of the superintendent. Time often ameliorates problems which may be evident at the outset. As a group works together, a sense of understanding among the members usually results. It is true that some groups do not get along effectively and may not work together efficiently. The skill of the superintendent is probably the key factor in developing a smooth working organization, and individual members of the team soon learn what to expect from each other. If not, it is the superintendent's responsibility to try to mold the group into an effective decision-making body.

Heterogeneity of thinking often strengthens the administrative team and its decisions.

More attention to the importance of good working relationships is called for. Members of the team should be made to understand that a high priority is placed upon these relationships. In addition, every effort should be made to anticipate breakdowns in communication among team members and to apply appropriate preventive action in order to forestall serious ruptures in team member interaction.

Inservice Growth Opportunities

The recommendations in this area are based upon the assumption that more should be done to provide

real opportunity to grow and develop on the job. Administrators who see their positions as careers rather than as stepping stones to the superintendency are seeking an opportunity to grow and develop on the job as long-term second-level administrators.

Tailor-made programs for individuals are probably more realistic and more productive of professional growth and development than group activities involving all members of the team. Sabbaticals for additional study at the university level or in some type of independent effort, patterned along the lines of the Ford Foundation's sabbatical year, seem promising. It might be a good investment for a board of education to establish a supernumerary assistant superintendency to make sabbaticals possible. The beneficiary of the sabbatical would have a chance to gain new knowledge, gather fresh ideas, and develop a different perspective without having to carry the load of his position at the same time.

Associations for Second-Level Administrators

The recommendation that associations for second-level administrators be formed at local and regional levels indicates that existing professional organizations are not providing enough opportunity for assistant superintendents to get together and share viewpoints and to work on common problems.

Supervision and Reinforcing Support

More reinforcing support from the superintendent is desirable. This, on the face of it, may seem an unusual request from administrators at this level. Possibly a clearer set of goals and objectives would serve as a good basis for supervision. As an example, the dialogue between superintendent and his assistant might follow this sequence:

"This is the objective."
"These are the approaches I'm using."
"Here's where we are now."
"This is how I plan to proceed."
"What are your suggestions?"

Time must *be found to do this.*

The superintendent ought to devote more time—in a very overextended schedule—to conferring with his lieutenants, not so much about specific operational problems as about the individuals' own feelings, aspirations, and personal expectations. It is fully recognized,

however, that though more frequent conferences are highly desirable, the superintendent's very deep involvement in a wide variety of pressing activities makes them unlikely.

In view of the fact that the second-echelon administrator is often given difficult assignments and is being asked to make harder and harder decisions, it is only reasonable to expect that he needs more frequent reinforcement by the superintendent. This does not mean "spoon feeding" and paternalistic reinforcement. It is, rather, a plea for a closer sense of identity with the chief executive's expectations and for reassurance that his support will be forthcoming if the assistant makes a decision or takes an action which backfires or is not entirely successful. Often the superintendent gives implied assurance of support, but it would be more useful to have this reinforcement come as a result of more frequent and deliberate contacts between the two parties.

This should be subscribed to by every superintendent.

It is obvious from these recommendations that the assistant superintendent in general administration is calling for qualitative improvement in existing relationships rather than for a redesigning of the position. The recommendations call for subtle changes rather than drastic realignments or modifications in job content or professional focus.

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3.
INSTRUCTION

Profile I—*Current Status*

Assistant Superintendent, Instruction:
Provider of instructional services, coordinator of staff planning, resolver of conflicts of human ideas, improver of curriculum and teaching, developer of innovative practices, leader in staff development, recommender of staff appointments, teacher of teachers.

Schools exist primarily for the purpose of instruction. The member of the administrative team dealing directly with instruction is a key member. He assumes the responsibility and provides the leadership in varied but related areas of the system's operation. In carrying out his role, he works directly with many people. To a large degree, his effectiveness depends upon his ability to work well with others and to utilize their talents in continuously developing more effective instructional programs.

Schools exist primarily for the purpose of learning.

The size of the school district is a major factor in determining the scope of his responsibility. The assistant superintendent for instruction may be the only member of the superintendent's team in a small district. In large school districts, on the other hand, he may work in a staff relationship with several other members of the team who assume responsibility in such other areas as finance, administrative services, school plant planning and construction, and staff personnel.

In some school systems, the assistant superintendent for instruction is in a line relationship with the superintendent. In such an organizational structure, he has the responsibility for developing programs and the

If he is to be effective this is the relationship that must *exist.*

administrative duty and authority to see that they are carried out. Even in a line relationship, the assistant superintendent must work with and through those in lower echelons. In fact, his effectiveness as a leader is directly related to his skill in motivating his subordinates to take the initiative in developing plans for improvement in the instructional program.

This motivation should be extended to all supervisory and administrative positions.

In a staff position, the assistant superintendent is called upon to help determine what is to be taught and why, and sometimes what is needed for teaching. The kind of organization he is in helps to differentiate his role and his responsibility.

He is a member of the team to help design *an instructional program which motivates students to learn.*

He may be called an assistant, associate, or deputy superintendent. He may even have the title of director of instruction. Regardless of his title, he is looked to as the member of the team who will help formulate instructional goals, provide instructional services, and see that the job of teaching is effectively carried out.

Student representatives should be added to this list.

Should include students and parents.

In assuming the role of instructional leader, the assistant superintendent must work directly with school principals, teachers, and community groups and agencies. Most of his work will probably be done with the school principal and the local instructional unit. He must develop cooperative, desirable relationships among other members of the administrative team and must supervise members of his own staff reporting directly to him. He is effective only to the degree that he can bring about a desirable instructional program throughout the school system by working with all those directly responsible for effecting constructive and desirable change.

Major Functions

A fourth category should be added: evaluation, experimentation, and research.

The functions of the assistant superintendent for instruction may be classified into three main categories: (a) instructional services, (b) curriculum development, and (c) staff development.

Instructional Services. Usually the assistant superintendent for instruction is responsible for providing instructional services to teachers and students. He must organize ways of selecting instructional materials and supplies, including textbooks, library books, teaching aids, and other items necessary for effective teaching. Coordinating accreditation information from the state department and accrediting agencies, sched-

uling school terms, and developing the school calendar are also his responsibilities. He is responsible for preparing budgets for instructional materials and supplies and for developing specifications for instructional equipment and audiovisual media. He usually carries out these responsibilities through his staff.

The assistant superintendent for instruction generally is responsible for the coordination of staff planning efforts that go into the development of educational specifications. Unless the learning opportunities to be housed in a new facility are definitely outlined, the architect is left without direction as to the kind of building he is expected to plan. This important job responsibility requires many hours of work with architects, staff specialists, and other administrators.

Teachers and students should be involved in the planning of new facilities.

His role in providing instructional services might be defined best as that of resolving conflicts of human ideas. The ability to resolve such conflicts and reach decisions is a major skill that must be possessed or assiduously cultivated by an assistant superintendent for instruction in carrying out all the professional activities just mentioned.

He should also be held responsible for keeping in touch with state and national trends and developments in the area of instruction.

Curriculum Development. In recent years, the assistant superintendent for instruction has had to concern himself to a great degree with the all-important function of improving curriculum and teaching. Curriculum planning includes not only members of the professional staff but also professional consultants and community representatives. Except in the few instances where there is a statewide prescribed program, the assistant superintendent is called upon to help define and interpret the goals for education. He must provide the leadership to help determine what is taught in the schools. Because of this key responsibility, he not only must help to make the decisions regarding curriculum but also must make certain that evaluation procedures are clearly developed simultaneously with the original plan for curriculum improvement. He does so by directly relating program objectives to evaluation procedures. This process helps produce needed data for future use as a basis for curriculum planning.

Student opinion input is very important in the fulfillment of this leadership responsibility.

Curriculum evolves. Sometimes the development of the curriculum proceeds from an activity or materials.

If this is the case, the assistant superintendent for instruction must assist in the development of the program implemented so that it will be consistent with the instructional goals of the school system. The Elementary and Secondary Education Act has emphasized his role as a leader in developing innovative practices. He is called upon to assist in the planning and preparation of requests for additional programs to be funded from federal and state agencies and perhaps foundations and groups.

Because the instructional act is carried out by other professional personnel, some of whom may work directly under him, the assistant superintendent gains satisfaction from the results of the work of a great many people. His greatest satisfaction is the personal knowledge that he is a leading and contributing member to the growth and development of an outstanding school system. In his role as a leader in curriculum development, he is given the responsibility to help formulate instructional goals and to plan and implement programs. As a representative of the superintendent, he is called upon to make decisions and commitments concerning certain aspects of the school program. He is usually the person with whom newspapers and other news media consult when the superintendent is not available. Maintaining a good relationship with state and federal agencies and other institutions is essential if he is to guide the school program smoothly.

This will vary with the school district.

This will vary widely in different communities. A word of caution is in order with respect to this public relations function.

Staff Development. Leadership in the area of staff development is one of the basic job responsibilities of the assistant superintendent for instruction. It undergirds all other functions. Instructional services cannot be effective, nor can curriculum be improved, unless teachers are provided with some means to acquire and update competencies, skills, and knowledge. Many school systems across the country are fortunate enough to have institutions of higher learning located nearby, making possible a wide variety of courses and cooperative inservice activities. A few of the larger urban school systems have developed a kind of internal university structure within their organizations complete with special facilities for housing and implementing the inservice function. These operations provide the opportunity for continuous self-renewal. Without a strong program of staff development, all other phases are weakened and can only limp along.

The nature of staff development activities must stem from the definition of a curriculum. In a public school system, results are not gained from only considering the theoretical, as may be true on the college campus. Teachers must be provided with a practical and effective means for implementing improved programs in the classroom. The assistant superintendent for instruction has the responsibility to help define the nature of inservice programs. This is true whether the school system assumes the responsibility for teacher education or whether this role is assumed by an institution of higher learning. Again, the relationships that the assistant superintendent for instruction has developed with the universities and with his peers are key factors in determining how effectively he carries out his responsibility.

The quality of instructional programs depends upon the quality of the teaching personnel in the school system. The assistant superintendent for instruction must make recommendations to the superintendent or to those responsible for the assignment and employment of personnel. He should have a knowledge of individual schools and be able to recommend the kinds of teaching staff needed to carry out a defined program. Usually, he does not have the responsibility for selecting an individual to fill a position or for recommending the employment of a key person. These generally are the responsibilities of the member of the administrative team in staff personnel. The assistant superintendent for instruction may be called upon, however, to help develop job descriptions and qualifications for certain positions.

The principal must be included among those who employ staff members.

The effective assistant superintendent for instruction must assume the role of a teacher of teachers. This is a role held important by other administrators in the school system. However, the definition of the kind of teacher or administrator needed to carry out a defined program must depend upon the leadership of the assistant superintendent for instruction.

Teacher, yes, but also a motivator of teachers.

Professional Preparation and Development

The position of assistant superintendent for instruction embraces a great quantity and variety of job responsibilities. The person filling this position must be skilled in reviewing and continually setting job priorities, in order to be sure that he is directing his energies toward his most important responsibilities.

Continuous professional development is essential if he is to accept fully all of the challenges of the position and to do an effective job.

Teaching experience may be more important than the advanced degree.

Preferably, the assistant superintendent for instruction should have demonstrated that he was a successful and effective classroom teacher and administrator. His formal preparation should be in the fields of curriculum development and/or educational administration. A doctor's degree is almost essential.

Generally, he should have demonstrated ability to perceive, plan, implement, and continuously improve an instructional program. He should be able to work effectively with people at all levels of professional development and with the public in general. Above all, he should understand and have a working knowledge of child development and be familiar with practical learning theories and teaching styles.

The assistant superintendent for instruction must also develop a practical insight into educational trends in his community and throughout the country. The ability to conceptualize the direction and goals of the entire school system five or more years in the future and to identify those programs and activities which would help direct the school system toward those goals is critically important. It means not only studying and keeping abreast of current trends and innovations but also demonstrating initiative in developing programs consistent with the overall policies and direction of the school system.

Most graduate programs are for the purpose of development in general school administration. The assistant superintendent for instruction may study in the area of curriculum development and supervision, but there are few, if any, formal programs specifically designed for his development. However, his informal education never stops. The very nature of the position provides inservice opportunities not available to most professional personnel. Most of these inservice opportunities consist of work with committees and groups at the university and public school level. The assistant superintendent for instruction is responsible for working with curriculum planning committees and professional organizations and groups. Some professional growth is unavoidable if he does the job effectively. The quality and quantity of this growth, however, depend largely upon his initiative and desire to grow.

He must have time to do these things. The superintendent must see that such time is available.

The position of assistant superintendent for instruc-

tion is probably the most effective preparation for the superintendency (if the superintendent is considered to be the main instructional leader of the school system). He is in a unique position to lead the development of an instructional program from the formulation of objectives to their final attainment in the classroom. His contact with and knowledge of many disciplines may prepare him for certain positions in higher education, if he wishes to change the direction of his career.

The superintendent's role is rapidly changing to one of management. The assistant superintendency for instruction may not be the most effective preparation for the superintendency.

Although the assistant superintendency may be used as a stepping stone, the more effective assistant superintendents are those who find their greatest satisfactions and challenges in their present positions, working effectively for instructional improvement. They gain satisfaction from being part of a growing and improving school system; they make decisions regarding professional advancement in terms of opportunities to serve instruction.

Liabilities

One of the major liabilities mentioned by some people in the position is the fact that the rewards and satisfactions of the job occur through other people. The "payoff" of an instructional program occurs in the classroom. The assistant superintendent for instruction is, in the first place, a teacher. He shares in the development of pupils. But since he is not involved directly in the teaching act, he must be content with gaining his satisfaction from seeing instructional programs bear fruit in the classroom because of the efforts of others.

Directing and implementing change for a school system are long and sometimes tedious tasks. A person in the position of assistant superintendent for instruction must have patience. He is effective only to the degree that he can assist others in improving. Although he may have the authority to direct that certain improvements be made, real improvement in instruction cannot be brought about by direction but only by the understanding and competence of the professional personnel directly involved. The status of the assistant superintendent's position should permit him to have control of sufficient resources to assure the success of programs for which he is responsible. In most cases, he marshals these resources through other people.

He should have this responsibility and should be free to work in the area of instruction without the burden of administrative detail.

Usually the assistant superintendent for instruction is second in command in the school system. He may share this status with others of equal rank. In any event, he is often called upon to represent the superintendent and to make decisions regarding the total operation of the school system. As a member of the team, he must be content with working with and through others and must develop a trust and understanding of the other team members.

Decision Making

There is a danger that his effectiveness will be reduced if he is involved too much in administrative problems.

The assistant superintendent for instruction is involved with the superintendent, members of the board of education, and other professional colleagues in top-level decision making. He must be able to organize and assimilate facts about an instructional or administrative problem and to make decisions. As a member of the staff, he has the responsibility to provide information about the instructional program to others who also have to make decisions.

This takes great skill and loyalty, but is most important.

As a spokesman for the school system, he is required to assist in interpreting decisions that are made by the total team. In some instances, he may be called upon to interpret actions and decisions of others in the school system over whom he has no direct administrative authority.

Evaluation

There is a negative tone to this observation. The quality of his performance, while related to these views, goes far beyond them.

The evaluation of the assistant superintendent for instruction is made by the superintendent. The assistant serves at the pleasure of the superintendent, and the kind of evaluation he receives depends a great deal upon the consistency of his philosophy with that of the superintendent. Since he is a member of the superintendent's staff, his success or failure depends upon the success or failure of the superintendent.

Profile II—*Desirable Changes*

Assistant Superintendent, Instruction:
Define more specifically what the schools should teach, utilize more effectively competencies and capabilities of staff members in curriculum development, broaden efforts as leaders in teacher education, help to expand the walls of the classroom to include the total community, develop ability to select from technological change those resources which can be effective in the classroom, be more involved in helping to develop patterns of staff utilization and differentiated staff to achieve individualization of teaching, contribute to the determination of the nature and characteristics of preparation programs for future administrators.

The current revolution in education will naturally bring about a revolution in the nature of the position of the assistant superintendent for instruction. Public school systems have greatly intensified the search for better ways to teach children. Administrative organizations and staffing patterns are changing. School plants are taking on a new appearance and becoming more functional. The nature of the revolution might best be characterized by "relevancy of the curriculum" and "flexibility of the school plant."

Social problems and the rapid development of technology make leadership roles in public education more important than they have ever been. Leaders must provide guidance in shaping the conditions that exist in our society into more effective programs for instruction. The assistant superintendent for instruction must assume the strong leadership role in a changing educational center.

He might even be called the change agent for the educational center.

. . . and how it should be taught.

Paramount among his responsibilities will be to define specifically what the schools should teach. Curriculum development must now stem from the characteristics of the students to be taught and from the problems and needs of society, rather than from the standpoint of subject matter fields. For the most part, curriculum has been defined at the university level, and its character has been stated by textbook publishers. The university is too far removed from the students in public schools, and textbook publishers are too late in reducing to the printed page the nature of the instructional program required in our time. Leading curriculum development will become the major role of the assistant superintendent for instruction.

An important point and, in my opinion, quite correct.

The involvement of people should never become so great that decisions cannot be reached. There must be more than discussion if the curriculum is to become relevant.

Emphasis is currently being given to involving more people in the decision-making process. This is as it should be. In designing a relevant and exciting curriculum for students with defined characteristics, the assistant superintendent for instruction must develop the skills and organizational know-how to utilize effectively the competencies of many people.

This implies other educational personnel working under the direction of the teacher.

The teacher must become a director of the learning process, not merely a dispenser of information. The assistant superintendent more than ever before will have the job of teacher education, to help develop a new and expanding teaching role. The professional teacher is rapidly moving away from the self-contained classroom. He is required to develop skill in working with other members of the teaching team who will be helping to carry out instructional tasks with pupils as individuals and in groups. The assistant superintendent must understand the changing teacher role and help in its development.

All too frequently this is not understood by the young graduate about to enter the teaching field.

Use of the computer in making administrative decisions and in employing paraprofessionals to serve in the classroom are two examples of recent changes in the educational center. School systems will be moving into year-round instructional programs, and organizational patterns will continue to evolve to provide the best administrative framework for effective utilization of resources.

This is not new—we are belatedly recognizing the fact.

One of the most exciting trends which will directly involve the assistant superintendent for instruction is the expanding of the walls of the classroom to include the total community. In the very near future, a rather sizable portion of a pupil's formal education will take place outside the school building. Vocational education

and work experiences will become means through which curriculum content and course requirements can be made relevant to the students' needs. The direct utilization of business and industry as resources for instructional purposes is inevitable. The assistant superintendent must, therefore, become familiar, if he is not already, with the quality of business and industry and be able to select from technological change those resources which can be effective in the classroom. As the scope of the educational program continues to expand, so will the responsibility for providing direction and leadership.

More is being learned every day about how instruction can be individualized. Technology, changing concepts regarding supervision and control of schools, and new organizational patterns for teaching are helping to make this individualization possible. Assistant superintendents for instruction will find themselves becoming more and more involved in helping to develop patterns of staff utilization and differential staffing that will best achieve individualization of teaching.

School systems will take on a different image, because a conscientious effort is being made to educate all pupils and to make what is taught consistent with our knowledge about learning and the characteristics of pupils. Individualization of instruction will make the teaching act and the definition of curriculum more child-centered. The fields of medicine, psychology, sociology, and anthropology offer knowledge and understanding that will be needed in the future by the assistant superintendent for instruction. Formal preparation programs for school administrators will become interdisciplinary in character and include direct firsthand experiences in locations of varying degrees of social change. The assistant superintendent for instruction will find himself helping to determine the nature and characteristics of preparation programs for future school administrators. He may also be called upon to help supervise and guide the educational process for those who are trying to develop the competencies needed to become instructional leaders.

The administrator for instruction must be aware of the value of educational specialists as an aid for the teacher and the instructional process.

Excellent! Hopefully it won't take fifty years for this to take place.

The continuing development of worldwide means of communication and transportation will bring new insights and offer new opportunities for more effective instruction. The development of a concept of world events and the understanding of their implications for instructional practices in local classrooms will become

He must learn to use the best of the old—not just discard it because it is old.

essential. Conventionalism will prove frustrating to educational development. Helping instructional leaders to expand their horizons will consume a great deal of time, effort, and energy on the part of the assistant superintendent for instruction.

As the job expands in scope and importance, the qualifications necessary to fill the position will also expand. The challenge and the rewards for those who qualify will be unlimited.

4.

BUSINESS AFFAIRS

Profile I—*Current Status*

Assistant Superintendent, Business Affairs:
Specialist in organizing, controlling, directing, and evaluating; accountant, purchaser, supply manager, and preparer of budgets; director of transportation, plant maintenance, and custodial and food services; user of data processing; consultant in school building planning and construction; adviser in insurance plans and programs; implementer of program planning, budgeting, evaluation systems; practitioner of good public relations; proponent of continuing programs of inservice training and human relations, participator in collective negotiation.

The position of administrator for business affairs is the oldest of the specialized administrative positions on the superintendency team. During the early development of educational administration as a profession it was not uncommon for local boards of education to hire a business manager before adding a superintendent to the school staff. These business managers, for the most part, did not have a professional education background and were hired to relieve the board of some of its administrative duties. (Chicago, Cleveland, and Philadelphia are three of the larger cities in which this pattern prevailed.) In seeking business managers for the position, boards tended to look to the local business community for presumably competent individuals and did not concern themselves with the candidate's level of business management training, knowledge, or expertise. It was believed that these qualities could be developed on the job.

Gradually, persons chosen for business manager positions came to have qualifications in both business management and educational administration. This trend opened up opportunities in business affairs for staff members within the school system. Business education and accounting proved to be fertile fields for candidates in this area.

School consolidation and reorganization have accelerated the trend toward employing administrators of business affairs who are highly trained for this position. Demands for more and more knowledge and technical skills in business management have intensified so much that untrained and unskilled persons cannot assume the position and adequately serve the educational system expecting to learn the skills needed on the job.

Diversification and specialization have required the business administrator to function more as a general manager, delegating to assistants the operational responsibilities of the department. It is perhaps this trend, more than any other factor, that has elevated the chief business administrator to a key position on the superintendent's team.

It must be pointed out that the administrator of business affairs is not always given the title of assistant superintendent. Other titles currently in use include administrative assistant, business manager, business secretary, business superintendent, purchasing agent, controller, financial secretary, director of business services, and clerk-treasurer of board of education.

These titles illustrate the many functions performed by the business affairs administrator. While titles may be unimportant, they do help describe job content and status in the organizational structure. In general, "assistant superintendent for business affairs" is the most appropriate designation, indicating both rank and specialization in a manner that will allow the incumbent to maximize his contribution to the operation of the educational enterprise.

Job Content and Evolving Trends

The administrator of business affairs, as a member of the leadership team in the school system, fulfills his role best when he understands the prime goals of education and works closely with his colleagues in promoting the highest quality of education that the community can afford. He seeks to ensure that every

activity will contribute positively to the improvement of educational opportunity for all youngsters. He provides and maintains resources, facilities, and services of the highest order, stresses the importance of thorough and prompt delivery of services, and maintains the most effective relationships with the community.

Operational functions in business affairs may be classified into two broad categories. The older and more basic functions are planning, organizing, controlling, programing, coordinating, directing, staffing, and evaluating. Specific areas of activity in this category are budgeting, accounting, finance, purchasing, supply, transportation, plant maintenance, and custodial and food services. More recent operational functions, rivaling the older group in significance, are data processing, school building construction, insurance, public relations, inservice training, and collective negotiation.

The school business administrator will increasingly assume a leadership role in the developing educational planning processes, defining and projecting the financial and logistical realities of new educational goals and programs.

Figure 4 gives an example of a typical organizational structure for a department of business affairs, illustrating areas of emphasis.

There is no doubt that the demands being made upon the business affairs chief administrator are becoming increasingly rigorous. They require more penetrating knowledge, deeper insight, and greater overall competence in the performance of duties and responsibilities. An example of a recent development that calls for this type of expertise is program planning-budgeting-evaluation systems (PPBES). PPBES promises to change markedly many practices in the management of educational and financial resources in schools.

In 1968 the Research Corporation of the Association of School Business Officials (RC-ASBO), in cooperation with the U.S. Office of Education, embarked upon a three-year study to develop a design for this new system of educational and fiscal management. The product of this project is an Educational Resource Management Design (ERMD) which emphasizes the management of resources. Figure 5 illustrates the general components of the ERMD model.

Obviously the ERMD model represents only one approach to the PPBES problem. Program planning-budgeting-evaluation systems are especially relevant to the team concept of educational leadership, maximizing close interaction in educational management. PPBES models stress close interdepartmental plan-

Figure 4 *One Typical Table of Organization Illustrating the School Business "Chain of Command"* [1]

School Business Administrator

Supervisor or Director of Buildings and Grounds	Supervisor or Director of Financial Affairs	Supervisor or Director of Transportation	Supervisor or Director of School Lunch Service	Supervisor or Director of Noncertified Personnel
Operation of Plant Maintenance of Plant Plant Planning and Construction Community Usage of Schools Architectural Service	Budgeting Department Accounting Department Reporting Payrolls Purchasing Inventory and Stores Insurance Investment and Capital Fund Management Extra Classroom Funds	Operation Maintenance of Vehicles Scheduling and Policies Driver Training Extracurricular and Field Trip Usage	Operation of Cafeterias Food Purchasing Menu Planning Related Nutrition Education Teen-Age Canteens Extracurricular Food Services at Games, etc.	Clerical Job Training Personnel Policies

[1] Hill, Frederick W. *The School Business Administrator.* Evanston, Illinois: Association of School Business Officials in cooperation with American Association of School Administrators, 1960. p. 28.

ning, implementing, and evaluating. No department operates alone or unilaterally.

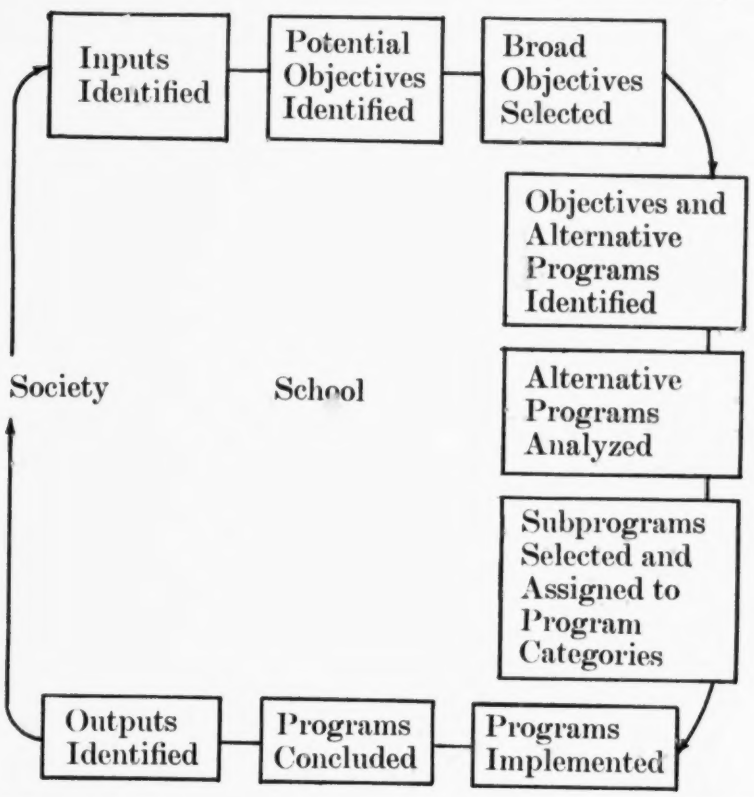
PPBES models also stress student achievement, cost data, and highly sophisticated personnel management. The chief administrator of business affairs is a key person in the development and successful operation of this promising innovation in school administration.

Federally supported programs have had a significant impact upon the administration of school business affairs in that they have required application of more advanced and complex finance and accounting procedures.

The manager of school business affairs has a very dynamic function, calling for broad perspective and a high level of knowledge and operational efficiency. It is understandable that the position has risen in status and importance as a part of the superintendent's leadership team.

The Program Planning Budgeting Evaluation System provides a systematic, continuing process for the business administrator to cope with the complexities in the curriculum or the educational program as a whole, as opposed to dealing with a series of segmented programs. Utilization of this system dictates a high level of cooperative effort on the part of business and instructional personnel.

Figure 5 *Educational Resource Management Design*[2]



[2] Research Corporation of the Association of School Business Officials. *Report of the First National Conference on PPBES in Education.* Chicago: the Association, 1969. p. 47.

Significant Relationships

Relationships are of two kinds: internal and external. The two kinds are interrelated, and both are extremely important.

The administrator of school business affairs, as a cabinet officer, is the superintendent's principal adviser in matters having to do with business and finance. However, these matters are closely intertwined with instruction, curriculum, staff personnel, public relations, pupil services, human relations, and all other functions of school administration. Therefore, the chief administrator of business affairs must have a positive, smooth working relationship with a variety of individuals on the school staff and in the community as well as with the superintendent and members of the local board of education. He must be a "team man" in the broadest sense.

Relationships with Superintendent and Board of Education. When the position of business manager, as it was frequently termed, was initially established, it was often placed under the direct supervision and control of the board of education. This arrangement continues to exist in some systems. Dual management of a school system (superintendent for educational affairs, business manager for noneducational affairs) produces many problems. Two bosses disperse accountability and decrease efficiency. Time has shown the wisdom of having one chief executive—the superintendent—who is held responsible for the entire system. He can be held accountable by the board not only for the chief purpose of the school system—providing the best possible quality of education for all children—but also for the general management of money, facilities, equipment, and materials.

It logically follows that the administration of business affairs comes under—not adjacent to—the superintendency. The administrator in charge reports directly to the superintendent and is a member of his leadership team. His relationship to the superintendent tends to be as close as that of any other major department or division head. It should be a "one-to-one" relationship unhampered by any intervening layer of administrative structure.

If the line and staff dichotomy prevails, the administrator of business affairs is a staff officer. His chief role is to deliver business services to all segments of the school system efficiently, promptly, and in con-

formance with the educational purposes and objectives of the system. He does not exercise line authority over other departments and divisions. Rather, his office serves their requirements. His authority extends only over those within his department.

Being at cabinet level, the administrator of business affairs has an opportunity to share in the formation of top-level decisions, many perhaps not technically of a business nature. Because of this general involvement in management determinations guiding the educational enterprise, the head of business affairs must be equipped with breadth and depth of training, experience, and background.

As educational programs continue to increase in complexity, the business administrator must develop the means of utilizing the expertise of the instructional staff in defining educational programs in terms of economic input and output.

His contacts with the board of education are through the superintendent. He is generally required to attend board meetings, particularly when business affairs items are under consideration. In most instances, the superintendent will expect the administrator of business affairs to carry the burden of presentation on these matters. At no time is it wise or proper for the head of business affairs to make "end runs" around the superintendent either on his own initiative or in response to overtures of board members. This does not mean that direct contacts are not to be made between the business affairs administrator and board members. When the occasion requires them, however, they should be made with the complete knowledge and consent of the superintendent. It is important that all parties fully understand and concur with the wisdom of this mode of operation, which is generally conceded to be essential for the best operation of the school system.

Relationships with Professional Colleagues. Cabinet-level status implies that relationships with colleagues should be free, friendly, and unfettered. Lines of access should be unhampered by bureaucratic procedures or red tape. Business functions cannot be carried out in isolation or as compartmentalized activities. As noted previously, they interrelate with all other functions, including instruction, curriculum, and staff personnel. This complex interrelatedness requires the head of each department or division to resist any temptation to operate unilaterally, to seek preferential status, or to expect the superintendent to grant VIP treatment to his concerns. Interdepartmental friction and conflict weaken the stamina of the school system and decrease its capacity to provide educational services.

The school cannot carry on its operations in isolation from the human resources available either locally or regionally. Business planning operations should utilize the information and expertise of business leaders, urban planners, and others who can assist in forecasting the school's operational needs.

Community Relationships. As the superintendency

has become a complex of many diverse operational functions, the need has increased for the superintendent to have able lieutenants to represent him not only within the confines of the school system, but in the community as well. The administrator of business affairs is being called upon increasingly to speak for the school system in the community on many phases of the business function. He is being asked to interpret needs and requirements, explain operations, justify decisions, and respond to community concerns about his area of operation. This dimension of his duties should be given significant priority.

Communications media have come to expect the business affairs administrator to be the source of information on all phases of business management. Ability to field difficult questions of perceptive and probing reporters and to appear calm and collected before the TV camera are prime requirements of the job.

Community interest in school business affairs is more intense and persistent than ever before. The school system's ability to give a good account of its business management acumen and effectiveness rests upon the ability of the administrator of business affairs to conduct a thoroughly competent and effective department and—equally important—to communicate its accomplishments to the community.

Relationships with State and Federal Agencies. Beginning about the middle of the 1960's, a new force became significant in the business management of school systems. This was the stepped-up federal assistance to schools, especially programs and projects under the Elementary and Secondary Education Act. Managing allocated federal funds and accounting for their expenditure fell to the administrator of business affairs. The complicated procedures governing expenditures and the involvement of many persons at state and federal levels in the management of these programs added to his work load. His relationships with state and federal agencies markedly multiplied as a result of their increased aid to education.

Increased federal, state, and regional activity in educational programs can be expected in the next decade, with an accompanying movement toward collaboration of schools with other agencies in administering programs. Schools serving as centers for several community agencies complementing and cooperating with the school curriculum are already in existence.

Moving Up the Promotional Ladder

An ample quantity of both professional preparation and qualifying experience should be prerequisites for appointment to positions as school business administrators. Professional preparation in this area was first made available in the summer of 1926 when a

course in school business administration was offered at Teachers College, Columbia University. Today many colleges and universities offer course work in this area, and many graduate courses required of educational administration students include some facets of business management.

A substantial number of today's administrators of school business affairs have been trained primarily with majors in business administration, engineering, architecture, accounting, law, and other areas not generally believed to be preparational fields per se for entry into school business affairs. However, it is estimated that about 75 percent have had some experience in education prior to assuming their positions. There are, of course, notable examples of individuals who have gained claim to a status of top-flight school business administrator solely on the basis of long and successful practical experience. Nevertheless, a sound program of professional preparation offers a surer promise of success on the job.

Preparational Requirements. While it is difficult, if not inadvisable, to recommend precise requirements in the preparation of individuals for a position developing and expanding as rapidly as is that of the administrator for business affairs, the following elements are considered essential in a comprehensive program of professional development:

1. At least a baccalaureate degree; preferably a graduate degree
2. A balanced program of courses including school business administration, law, accounting and finance, plant operation, plant planning and construction, curriculum, school management, personnel administration, and electives in general education
3. A one-year internship following completion of the above course work
4. Additional specialization as new functions are initiated, e.g., inservice seminars in data processing, program budgeting, and other areas
5. Experience in teaching or some aspect of educational service
6. Work experience in business or industry
7. Experience, if possible, in some phase of school administration or supervision.

These recommendations may seem demanding, but because of the requirements of contemporary school business affairs, and because this position may be the

training ground for the superintendency, there is good reason to make preparational requirements rigorous and exacting.

Promotability. Although the specific expertise desired in a prospective superintendent varies with the situation, time, and board of education involved, the administrator for business affairs is in a desirable position when seeking a superintendency. Because the business function is an essential part of all the activities in an educational system, he has most likely been involved to some degree with all aspects of the administration of a school district. He also will generally have a sound knowledge of finance and business practices, which is appealing to a school board in its increasingly difficult task of providing funds for an expanding educational program.

Leadership in the development of the curriculum is the prime responsibility of the superintendent. Operation of a school system without strong leadership in curriculum is potentially a detriment to the quality of education each child receives. A competent business administrator should only be considered for the superintendency if he has extensive preparation in the area of curriculum or is able to devise an organizational pattern which will provide this leadership.

This is not to say that all boards seek a business-oriented and business-trained individual as superintendent. Many boards will be looking for a curriculum specialist, a personnel specialist, a building man, or a known innovator. However, the training and experience of the business administrator do provide excellent stepping stones to the superintendency.

This "logic" is open to question. To equate school systems and business concerns, insofar as management is concerned, is a dubious thesis.

During recent years some influential voices have been raised in behalf of a new kind of superintendent, one primarily skilled in large organization management. As school systems grow in size and complexity, as budgets soar, as bureaucratic tendencies mount, the capability of the superintendent to deliver efficient and effective educational services is severely taxed. Large city systems, especially, seem most susceptible to these strains. What is needed, it is argued, is a top-level manager. Advocates of this point of view, in hiring a business administrator as superintendent, seek management skill comparable to that needed to head large business and industrial corporations. Without debating the pros and cons of this viewpoint, it is obvious that those who hold the position of head of business affairs are likely to possess more of the elements of this type of management expertise than any other member of the superintendent's leadership team.

Evaluation

In some respects it is easier to evaluate persons employed in school business administration than in other positions of administrative responsibility. It is the business administrator's responsibility to assure that

the financial affairs of the school system are in order, and these affairs are under constant scrutiny. His activities are recorded and open to official audit as well as to public questioning.

However, even though the top business administrator's technical competence may be measured in more or less objective terms, there is still the question of how well he functions as a member of the "administrative team." It is in this area that informal evaluation by the superintendent and/or members of the board takes place. What is the business administrator's relationship with them? How do they perceive his relationships with other staff members and the community? What quality of advice does he provide the superintendent and board in the business administration sphere and on matters of general importance to the educational program's direction?

It is true that the mortality rate in this position is relatively low. Once a business affairs administrator has established that he possesses certain technical skills and is capable of guiding the financial affairs of the system, the school board is usually hesitant to replace him, because there is a considerable amount of detail and routine involved in the financial operation of a school system which is jeopardized by a turnover in personnel.

Rewards, Satisfactions, and Liabilities

In addition to the prospect of advancing to the superintendency and the increasing financial compensation, there are less tangible rewards available to the administrator of business affairs. These include satisfaction in the performance of an essential service in the educational system, in the development and training of young professionals in the area of business administration, in the development of a team providing a support service for the instructional program, in serving as a representative of the educational enterprise to the outside public, and in being a key member of the administrative team that establishes goals, objectives, and procedures to be pursued by the school system.

As with other positions of responsibility, there are also certain liabilities associated with the position of business affairs administrator. These include keeping long hours, working against deadlines, being accountable for the results of both long- and short-range plan-

ning efforts, and being the focal point in the decision-making process when dollars influence the ultimate decision.

If the business administrator of a school system is to maintain and increase his value to the organization, he must plan time to "break away" for continued education and recreational vacation time.

Because of the year-round demands of the financial operation of a school system, the lack of trained personnel, and the often small number of staff members assigned to this function, it is difficult for the chief business affairs administrator in a school system to "break away" for sabbatical leaves and continuing education, let alone for personal vacations of any extended duration. This lack of an opportunity to recharge his batteries is possibly the greatest liability faced by the public school administrator of financial affairs.

Summary

The administrator for business affairs, who once played a semiclerical role as the handler of administrative details for the board of education, has evolved into a highly specialized and important member of the superintendent's administrative team. The effective incumbent in this position today is a leader who is well trained and competent in decision making. He has high-level managerial responsibilities as well as staff responsibilities as an adviser to the superintendent concerning financial affairs and matters of general importance to the educational program. He is at the same time a specialist in the financial operation of the system, a director of the logistical support component of the system, a consultant and adviser to the instructional and administrative staff, an implementer of innovations in financial planning and operations, a practitioner of good public and human relations, and an active participant in the decision-making and policy-development processes within the system.

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Profile II—*Desirable Changes*

Assistant Superintendent, Business Affairs:
Provide more time for professional growth and development, develop better procedures for relating the educational product to cost, clarify role of top business administrator, develop better programs of perservice preparation.

If a poll were taken of the school business administrators across the nation, it is likely that they would identify an endless list of desirable changes in their role, based on their individual experiences. The suggestions that follow represent the views of those involved in this study. Other evaluators of the position would probably stress other things they would like to see changed.

The proposals that follow are grouped into four general categories: (a) preservice training, (b) clarification of role, (c) improvement of techniques related to the budgetary process and financial procedures, and (d) development of inservice opportunities to enhance professional growth.

Preservice Training

As stated earlier, today's business administrator probably has a combination of training and experience in both professional education and business management. As he advances in his career and assumes the top business position in a school system, it is imperative that he have behind him sufficiently broad experience to enable him to analyze and interpret the environment and social milieu of which the educational system is a part. He, as the top business administrator, must have more than the technical training needed to handle the finances of the school system if he is to provide professional leadership in the translation of the tax dollar into a sound educational program for the future.

Clarification of Role

The role of the top business administrator in a school system must be clearly defined. He is now a source of ideas related to system objectives, a facilitator of the educational program. an implementer of new techniques and programs designed to enhance the operations of *all* segments of the organization. He should no longer be seen only as the purchaser of equipment and payer of bills. He must demonstrate expertise in the area of finance and the expenditure of funds that may be tapped by the other members of the administrative team. He can no longer be viewed as the keeper of the purse who complicates rather than assists the efforts of these individuals to accomplish educational objectives.

Improvement of Techniques

The increased competition for the public tax dollar is placing a greater demand on educators in general and business administrators in particular to justify educational expenditures. The public is demanding greater evidence of return for the dollars spent on education.

The business administrator needs assistance from individuals in research, curriculum, instruction, technology, psychology, and other areas if he is to develop budgetary procedures that will explain the costs of education in terms of services rendered and the product produced. It is imperative that these other fields of specialization be involved in the development of the desired techniques to ensure that the cost factor is not emphasized at the expense of the educational product —the child.

Inservice Opportunities and Professional Growth

School boards and superintendents must recognize the pace at which the field of school business administration is expanding and assure that their business administrator is given ample time to update his training and continue his professional growth. Provisions should be made for released time so that he may attend conferences, return to school, and maintain contact with all aspects of the educational program, not only in his own system but across the state and nation as well.

Challenges To Be Met

As a member of the leadership team, the head of school business affairs must assume his proportionate share of responsibility for solving many problems which are outside the normal boundaries of business affairs. Formalized negotiations with teachers and other employees, de facto segregation, decentralization and community control of schools, allegations of irrelevant educational services, bureaucratic administrative structures and practices, overall management ineffectiveness, accountability in business and fiscal matters and in educational service—these typify the kinds of problems facing school administration today. The list could be extended.

The chief business affairs executive must be ready to advise on the business aspects and implications of decisions in these areas, but he must go well beyond this point. He must be a generalist in the broader aspects of school administration, helping the superintendent arrive at the wisest decisions in each of these critical and complex areas. Therefore, he must broaden the scope of his knowledge and competence in school administration.

The inevitability of change is the one certainty the school business affairs administrator—or any other member of the leadership team, for that matter—can count on. Change and upheaval tend to frustrate the coolest administrator, unless he has learned to accept and accommodate to the rigors of rapid change. This is an intangible imperative but a vital one. Tough problems won't go away. Satisfactory solutions won't come easily. Hopefully, preservice and inservice training will stress the importance of the leadership qualities of patience, forbearance, objectivity, sensitivity, and poise. It may well be that the effectiveness of decisions in the difficult areas of school administration will be determined more by the temperament of the decision makers than by the substance of the decisions themselves. Thus, the intangible qualities of leadership style become critically important in the training, selection, performance, and evaluation of the business affairs administrator.

5.

PERSONNEL SERVICES

Profile I—*Current Status*

Assistant Superintendent, Personnel Services: *Recruiter, selector, appointer, deployer, developer of personnel; originator of personnel policies, procedures, and programs; counselor and adviser on personnel problems; salary administrator, performance evaluator, communicator and interpreter of personnel actions; consultant in negotiation; contributor to advancement of personnel administration.*

The individual in charge of staff personnel functions has traditionally concerned himself with employment of school personnel—chiefly the certificated staff. Employment is his oldest function and the one that most frequently justified the creation of a separate division or department to carry out personnel activities. After World War II, many superintendents of schools found it exceedingly difficult, if not impossible, to devote enough time and energy to recruiting, selecting, and employing increasing numbers of personnel. Demand became enormous, supply increasingly inadequate. The exigencies of the superintendency multiplied to so great an extent that personnel management as a separate function became more and more necessary.

Personnel administration in the beginning focused on the need to develop better procedures to select teachers in large city systems. In May 1940 a small group of examiners from the larger cities in the east and representatives from the American Council on Education, the Cooperative Test Service, and Teachers College, Columbia University, held a two-day meeting in Washington, D.C., to discuss the selection process, especially the examining procedures. This meeting marked the beginning of a national body concerned

with employment of school personnel. Its earliest name was the National Conference of Teacher Examiners. In 1945 the name was changed to the American Conference of Teacher Examiners, due to the participation of representatives from Montreal.

For the first ten years, the American Conference of Teacher Examiners was chiefly concerned with the testing aspects of teacher selection. At a meeting in Cincinnati in 1950, the name of the organization was changed to the American Association of Examiners and Administrators of Educational Personnel, reflecting the broadening of the interests of the organization to include nontesting procedures in the selection of teachers. With the advent of the fifties, more school systems were forming personnel departments, but they tended to use selection techniques that relied primarily upon careful analysis of transcripts of credits, student teaching records, professional references, and oral interviews. The addition of personnel directors to the Association, many of whom were not convinced of the necessity of establishing eligibility for selection by means of scores on tests, generated many heated discussions in the early 1950's regarding the pros and cons of selection by means of examining procedures. In Dallas in 1959, the name of the Association was changed once again, becoming the American Association of School Personnel Administrators. Membership in AASPA has grown from 16 in 1940 to over 700 in 1970, with representatives from 46 states, the District of Columbia, and Canada. This growth attests to the expansion of school personnel administration as a recognized component of general school management during the last quarter century.

During the years from 1940 to 1970, the scope of school personnel administration widened beyond the basic function of employment to include placement, assignment, development, evaluation, policy and procedure formulation, record keeping, salary administration, adjustment counseling, negotiation, and other activities. Some of these became total responsibilities of personnel administration; others were shared with other departments of the school system.

Major Functions

School systems vary in the scope of their programs in personnel administration. Some perceive personnel management in broad perspective and let it assume comprehensive responsibilities. Other systems keep the

range of personnel activities limited to the older and more traditional functions. The 16 functions described below represent the ones most frequently performed by the personnel officer.

1. *Employment.* Staff procurement is often the dominant function. Being the oldest function, it has tended to consume the most time and effort and the largest portion of the personnel budget. Staff procurement usually has been regarded by the superintendent and the board of education as the *raison d'etre* for the personnel department or division.

2. *Placement.* This function is not always the total responsibility of the personnel office. It is often a shared concern of general administrators, especially principals, appropriate administrators in the central office, and the personnel office. Perhaps the question of most significance is not who performs the placement function but how well it is done. The prime concern is to formulate good placement criteria—guidelines that foster personalization in placement. Often just the reverse prevails: the person is required to fit the position. Compromises have to be made in achieving effective placements, but the goal should be to make the best match possible between person and position. The personnel administrator usually has the major responsibility for guiding the placement process and making it as effective and productive as humanly possible.

The distinction made between placement and assignment may be an academic one. Often the individual is employed for a specific vacancy. Placement and assignment are more or less automatic.

3. *Assignment.* It is important to be placed properly, but equally important that the specific grade level or subject matter assignment is made. Normally principals make assignments, but standards or criteria for making good assignments often are developed in the personnel department. Guidance generally emanates from this source. The principal needs to be provided with complete records and personnel data regarding the teacher, but he also profits from recommendations from those who were involved in the employment of the individual. Normally these are a responsibility of the personnel office.

Guidelines for making assignments should be cooperatively produced *by principals, central office administrators, and personnel administrators.*

4. *Administration of Personnel Office.* While establishing and administering an efficient personnel office may appear to be a function not as significant as other important personnel activities, a well-organized and effective personnel office is an indispensable requirement of effective personnel management. Complete files containing all relevant records and documents are indispensable, as is efficient management of correspond-

ence. Work flow must be smooth and efficient. The clerical staff must be adequate in size and highly skilled in personnel administration. Often judgments of the effectiveness of the entire personnel function are formed from impressions gained by and through contacts with the staff of the personnel office. Thus, the adequacy, efficiency, and expertness of the staff are of the highest importance and are one of the personnel administrator's prime concerns.

The suggestions for effective office management proposed for the personnel office are equally applicable to all levels in the school system.

5. *Administration of Personnel Rules and Regulations.* Among all the functions performed, the administration of personnel rules and regulations may seem the most mundane and dull. Sometimes this is true. It depends upon the value system under which the personnel administrator operates. If he is an overzealous literalist who perceives rules and regulations as holy writ, this function can become a heavy-handed legalistic exercise—a deadening adherence to rulebook ritual. Rules and regulations exist to ensure consistency and comparability in personnel management, but there must be room for some degree of flexibility and the exercise of a reasonable range of administrative judgment in their application.

The danger in the exercise of flexibility in administration of rules and regulations is inconsistency. Flexibility must not become expediency.

Rules and regulations are made for people, not the reverse. The personnel administrator must make sure that all personnel under his direction—noncertificated as well as certificated—apply rules and regulations fairly, appropriately, and always with a keen sense of appreciation of the effect interpretations will have upon the individuals concerned.

The range of areas for which rules and regulations are needed is usually broad and inclusive. Typical areas include the following:

Appointment	Dismissal
Health examinations	Salaries
Certification	Absences
Temporary appointments	Leaves
Assignments	Grievances
Transfers	Negotiations
Promotion	Substitute service
Demotion	Growth credit
Evaluation	Personnel records
Probation	Other

Personnel or adjustment counseling should be added to this list.

6. *Staff Utilization.* The word "utilization" is disliked by some people who, taking it to mean exploitation or some form of servitude, believe that it is inappro-

priate for professional people to be "used." This does not have to be the meaning of the term "staff utilization." Quite the contrary. The better connotation of the term is that the individual possesses valuable assets and resources which should be utilized as fully as possible. The individual is a human resource. His knowledge, skills, and potential must be given the fullest opportunity for fulfillment. Instead of "using" him, the organization endeavors to open up avenues for him to function fully.

In application, then, staff utilization embraces induction into the school system, a careful program of orientation, systematic evaluation techniques that stimulate growth and development, opportunities for advancement, leadership development, and wise placement and assignment policies and procedures to ensure an equitable allocation of human resources among all schools and units of the organization.

The concept of "allocation of human resources" is a useful explanation of staff utilization.

7. *Administration of Substitute Teacher Services.* This function at first glance may not seem as significant as others in the spectrum of personnel functions, but it is actually a very important element. The incidence of need to place substitutes in classrooms is great in most systems, especially large ones. Absenteeism, for a variety of reasons, is often high. Unless competent substitutes are available, quality instruction is interrupted and weakened. The personnel department should give almost as much energy and attention to substitute teachers as to regular staff in recruiting, orienting, developing, placing, and supervising. Very often substitute service is an avenue through which one qualifies for regular appointment and full-time service.

A laudable point of view, but not very realistic.

Personnel management of substitute service is not greatly unlike that for the regular staff, embracing sound procedures in employment, placement, salary administration, record keeping, evaluation of performance, inservice training, fringe benefits, and all the other personnel activities that apply to regular staff members.

The danger in this concept is that it may be construed as a paternalistic process. Teacher organizations may be skeptical about the validity of this service.

8. *Adjustment Counseling.* This is a relatively recent, and not yet completely accepted, responsibility of the personnel department. The concept of adjustment counseling is based on the assumption that teachers and other personnel, especially in larger, more complicated, more impersonal school systems, may encounter personal, emotional, or mental health problems which, if left unattended, become deterrents to effective perfor-

mance. Staff members experiencing these difficulties require help. They need a place they can go to have a hearing in a nonthreatening atmosphere and hopefully obtain some degree of relief or help.

The success of this enterprise will depend upon the ability of the personnel administrator to create a climate of genuine trust and confidence. He may not be able to divest himself of the aura of his administrative office.

Above the needs of the teacher is the welfare of youngsters. This urgency makes adjustment counseling a function of the utmost importance. Preventive measures are perhaps even more vital than trying to provide counseling help after the difficulty has developed. Progressive personnel departments have moved to add this function to the range of their services. They are working to identify working conditions, administrative-teacher behavior patterns, and management practices that may produce undue pressures and contribute to the rise of mental and emotional problems. They strive to "take a stitch in time," to prevent the conditions that may give rise to these problems.

9. *Personnel Reporting.* Another function of the personnel administrator is to compile and disseminate more and better personnel data, including—

- Projections of personnel needs, both short- and long-range.
- Turnover studies with causes analyzed.
- Analyses of recruitment costs.
- Personnel action reports (e.g., number and types of applications, interviews, appointments, transfers, retirements).
- Comparative data studies, i.e., analyses of personnel actions as compared with data from other school systems.

More of these types of data would be useful to top administration in making personnel management decisions, but few school systems have access to this kind of information.

These kinds of data help the personnel administrator to assess more validly the productivity of current emphases in his department and to make more promising personnel plans for the future.

10. *Evaluation.* Evaluation of performance productivity, though not usually a primary function of the personnel department, often is a collateral responsibility. The personnel department's task usually is coordination of the various steps in the process. This includes preparation of forms and materials, orientation of new personnel, inservice training in the use of the procedures, record keeping, counseling with evaluatees and evaluators, and working with advisory committees of teachers in the modification and revision of the process.

The personnel administrator often is expected to

provide leadership in the development of new evaluation procedures. To do so requires the development of knowledge and expertise in the theory and practice of evaluation.

11. *Liaison responsibilities.* Personnel administrators more and more have come to hold peer-level status among other administrators and supervisors in the making of top-level educational decisions. Thus, the "voice of personnel" is increasingly being heard in the educational "councils" of the school system. While these duties are time consuming, they are among the most important activities of any personnel department.

There are other liaison duties: attending committee meetings of various kinds, giving speeches, attending professional meetings, performing special assignments for the superintendent, and representing the school system on various occasions when personnel administration is a topic of concern.

Liaison responsibilities sometimes seem to crowd out other more relevant personnel activities, but to the extent that they provide an opportunity to promote personnel administration, they may be some of the most productive activities of the department.

12. *Employee Relations.* While collective negotiation is a rather recent development and as yet not a stabilized process in all school systems, it has significant implications for school personnel administration. For example, the following issues are of vital importance to the personnel administrator:

- Will personnel standards for staff employment and utilization be dictated at the negotiation table with the chief personnel administrator being more or less bypassed? If so, what effect will this development have upon the quality and maintenance of personnel standards?
- Will the placement and assignment of teachers be governed largely—if not completely—by negotiated agreement rather than by the application of personnel principles and standards which reflect the blending of experience and sound personnel management concepts?
- Are teacher organizations likely to demand and get through negotiation a level of autonomy that will reduce personnel administrators to the status of "professional errand boys" whose chief duty will be merely to implement negotiated contracts?

The implication of these questions seems to be that negotiation threatens the status of the personnel administrator. This is not inevitable. There are many areas of personnel management that will not be eroded by negotiation.

These and other questions point to the changes that are taking place in employee relationships in school systems where collective negotiation has become a highly formalized and often adversary process.

This is not an effort to argue against collective negotiation or to lament its spread. However, it is important for negotiators to consider carefully the implications of decisions in the area of personnel administration. The personnel administrator needs to be involved in the negotiation process either directly or in a consultant role.

Personnel administrators have a variety of opinions about their roles in negotiation. Some are very hesitant about getting directly involved. Others perceive themselves as being able to offer valuable assistance in negotiation either at the table or in the role of expert witness when personnel items are being considered.

Employee relations is a personnel function of the utmost importance, and the personnel administrator must not be left out of negotiation dialogue between top-level administrators and leaders of teacher organizations when matters of great significance to good personnel administration are being considered.

13. *Salary Administration.* As has been pointed out, decisions regarding salaries and other economic matters are increasingly being reached through collective negotiation. The danger is that the personnel administrator may become merely an implementer of decisions that have been made by others.

The personnel administrator should be involved in decision making on salary matters and should use his influence and counsel to see that the decisions reflect sound compensation principles, a sense of equity, defensible relationships between and among levels of positions, and recognition of qualitative and quantitative differences among job classifications. Unless considerations of these kinds are built into salary determinations, whether through the collective negotiation process or by more traditional methods, it becomes difficult to administer salaries fairly and consistently.

There is probably no area of school personnel administration as sensitive as salary administration. It often is the responsibility of the personnel department to explain and interpret the provisions of salary schedules, to make possible adjustments where inequities develop, to identify areas of deficiency in salary schedules, and to propose revisions as the occasion arises.

This is, by all odds, one of the most critical areas in school administration. A personnel administrator who does a good job in salary administration is invaluable to the superintendent.

14. *Administration of Personnel Provisions of Negotiated Contracts.* Negotiated contracts between representatives of teachers organizations and the board of education are becoming lengthy and tend to contain more and more provisions related to personnel administration. While principals are held largely responsible for contract implementation, central office administrators are also involved. The personnel office normally is given the task of making certain that all personnel items are carefully carried out.

Contract implementation is a sensitive responsibility. Breach of contract either advertently or inadvertently induced may lead to the filing of a grievance, the resolution of which may entail a heavy expenditure of time, energy, and goodwill.

Most negotiated contracts are largely welfare-oriented in content insofar as personnel matters are concerned. There is still a lot of latitude to cover in personnel rules and regulations.

It is interesting to note that teacher negotiation teams are constantly seeking to get more and more personnel provisions in the written contract. Personnel handbooks are thus being replaced by the negotiated agreements. It is only logical that the personnel office should monitor the implementation process and make sure that negotiated commitments are fulfilled by the school system. It should be recognized, however, that implementation of these contract items tends to circumscribe the personnel administrators' latitude for freedom in applying rules and regulations to fit individual cases or circumstances. Implementation becomes more or less routine because the negotiating parties generally define the boundary limits for carrying out the terms of the contract. Nevertheless, the personnel office is obliged to be very careful in seeing that all personnel provisions are fully implemented.

15. *Developing Personnel Policies and Procedures.* There is a good chance that the personnel office will be obliged to develop many personnel policies and procedures, despite the growing tendency for these matters to be negotiated. In carrying out this function, the personnel department puts policies and procedures in writing and makes them easily accessible to all personnel. The language is made clear and concise to reduce possibilities of misinterpretation and misunderstanding.

Staff involvement in policy and procedures development is regarded as essential. Decisions are arrived at cooperatively so that the final result may reflect a balanced judgment of staff and administration.

Board of education rules and regulations should not

be confused with operational personnel policies and procedures. The former are broad guidelines; the latter are more specific and carry out the spirit and intent of the general board policy or regulation. In a sense, personnel policies and procedures are extensions of board policies and regulations.

Care is exercised to see that personnel policies and procedures are systematically interpreted to staff and that there are ample provisions for implementation. The orientation program for new teachers generally gives an opportunity to present and explain relevant personnel policies and procedures. A periodic review and revision process usually is maintained.

16. *Communication.* Internal and external communications are vital to a sound personnel program. In many respects, the former is more important than the latter because staff understanding of and confidence in personnel administration is absolutely essential if it is to fulfill its functions.

Internal communication methods are the vehicles through which good staff relationships are established. To achieve the understanding and rapport required, staff members must be convinced that integrity, consistency of treatment, and forthrightness are paramount in all personnel actions.

Effective communications are by-products of good personnel relationships. The staff member who receives prompt and responsive personnel service when he seeks it generally feels communication with the personnel office is highly satisfactory.

One of the best ways many personnel administrators have found to communicate with staff is to encourage individuals to come personally to the personnel office to discuss concerns and problems, to ask questions, and to reflect grass roots viewpoints of staff members as a group. The effective personnel office staff is sensitive to the importance of being attentive to big and small concerns of individuals and of showing genuine respect for feelings and attitudes of staff members. This emphasis upon sensitivity to staff members' concerns is not to be confused with benevolent paternalism, which will not be accepted. Actually all of these communicative practices are intended to promote good human relations.

The better the service the individual receives, the more likely he is to develop a continuing high regard for and trust in the personnel administrator and his staff.

Written and oral communication between the personnel office and individual schools and offices is most effective in those instances where it is regular, carefully conducted, and used to interpret personnel precepts and practice. Personnel administrators find it useful to visit schools and offices to see what is going on and to be available to answer questions in face-to-face contacts with staff members.

This is more of a hope than a reality in most school systems.

As teacher organizations have become more dominant and demanding in their interest in personnel administration, personnel administrators have had to look upon this phenomenon as other than an unwarranted intrusion into their domain. They have come to recognize that continuing dialogue with leaders of the teacher organization probably is useful to both parties and may improve staff relations.

The most effective external communication procedures are increasingly designed to interpret the purposes and actions of the personnel department to the community, to enhance the image of the school system, and to enable the public to form judgments of the appropriateness and adequacy of the personnel program of the system.

Communication efforts are usually conducted through the community and public relations department so that a well-coordinated program will result. The PR office often provides counsel and expertise which is exceedingly useful to the personnel office.

Size of system, resources, commitment to personnel administration, and systemwide priorities determine the scope and thrust of personnel management for individual school systems. The 16 functions we have just identified may not be included or stressed in every school system. The point in listing them has been to emphasize the difference between operational and general guiding functions.

Trends and Significant Changes in Position

The assistant superintendent for personnel is obliged to be more of a specialist today than in former times.

Collective negotiation has thrust personnel administrators into new roles. For example, a recent study by the Educationál Research Service showed that chief negotiators for the administrator-board team are being designated and that—

"*. . . a number of systems are assigning the responsibility to another administrator (other than the superintendent), hiring specialists to handle the chief negotiator role, and in fact in the larger systems this function is being handled more and more by a person employed full-time to work in the area of collective negotiation.*"[3]

[3] Educational Research Service. *Chief Negotiator for the Administrator-Board Team.* ERS Information Aid No. 3. Washington, D.C.: American Association of School Administrators and Research Division, National Education Association, 1969. p. 1.

More significantly for personnel administration, however, the ERS study indicated that—

"*. . . a full-time school employee with primary responsibility in another area acts as chief negotiator 'in season.' The largest number of these persons (14) represents the administrators in charge of personnel.*"[4]

When the personnel administrator is called upon to function in the role of chief negotiator he is obliged to develop special insights and skills in this rapidly expanding area of school administration. These are competencies of unusual significance, unheard of in earlier stages of personnel administration.

The personnel administrator who assumes the role of chief negotiator walks a tightrope and may destroy his credibility in some of the other roles he is obliged to play in personnel administration.

Related to the area of collective negotiation is a need for greater expertise in handling grievance procedures —whether through negotiation or by means of other processes. The personnel administrator is being depended upon more and more to function in this area. A reasonable working knowledge of school law is essential. More and more decisions of school administrators are being challenged by employees at all levels. Often there is no hesitancy in appealing adverse decisions to the board of education level—sometimes even to the courts. The personnel administrator increasingly may be called upon to advise the superintendent and the board in these hearings. This is another trend in the changing nature of school personnel administration.

Salary administration has also become a more demanding responsibility. Though salaries are increasingly determined at the negotiation table, much preparatory work must be done. This involves collecting, analyzing, and interpreting salary data. In some instances, it may include recommending salary proposals to members of the administrator-board team. After salary decisions are negotiated, implementation of these determinations often is delegated to the personnel office.

When school systems set up separate employee relations offices to conduct negotiation, these functions are usually not carried out by the personnel office.

Another trend has been an increase in emphasis on personnel counseling. Adjustment problems and routine questions concerning some aspect of the individual's working conditions or employment relationships may be the subject of counseling sessions with a representative of the personnel office.

Increasing involvement in staff development activities is an additional trend. While inservice training is usually a shared responsibility, the personnel ad-

[4] *Ibid.*, p. 2.

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ministrator is increasingly being expected to give guidance and direction in shaping programs of staff development, especially at the administrative and supervisory level.

Student discontent and militancy have implications for personnel administrators, especially in large cities. Disruptions in classrooms create adverse teaching conditions which in turn tend to generate teacher discontent and low morale. As these conditions intensify, employment and retention of personnel become more difficult. Parent and community groups may employ unorthodox and tension-laden tactics to achieve their purposes. Principals and administrative officers often are subjected to severe pressures as they attempt to be realistically responsive to these demands. Personnel administrators, being deeply involved at the central office level with other members of the superintendent's leadership team, are inescapably caught up in administrative efforts to respond to pupil, parent, and community voices of discontent and protest.

Despite being deeply involved in these disruptive activities the personnel administrator should strive hard to maintain his position as a confidant of staff members who may need his counsel and support.

In smaller school systems a growing trend in personnel administration is to consolidate all personnel services in one office. This shift of responsibility for noncertificated personnel from the administrator of business affairs to the personnel administrator is in response to a belief that personnel management practices are more equitable and uniform when they are under the direction of one administrator rather than two. The change, however, adds a new dimension to the duties and responsibilities of many personnel administrators.

Significant Relationships

Under the team concept, the personnel administrator is obliged to spend more time on the coordination of personnel activities with all phases of school operations and on interrelationship activities both within and outside the school system. Figure 6 illustrates the range and frequency of these interactions.

Relationships with Board of Education. The personnel administrator, depending upon the particular school system, has an increasing number of contacts with the board of education. These interactions, however, are carried out with the knowledge and approval of the superintendent. In most instances the superintendent delegates the personnel administrator to be his representative and to speak for him on personnel

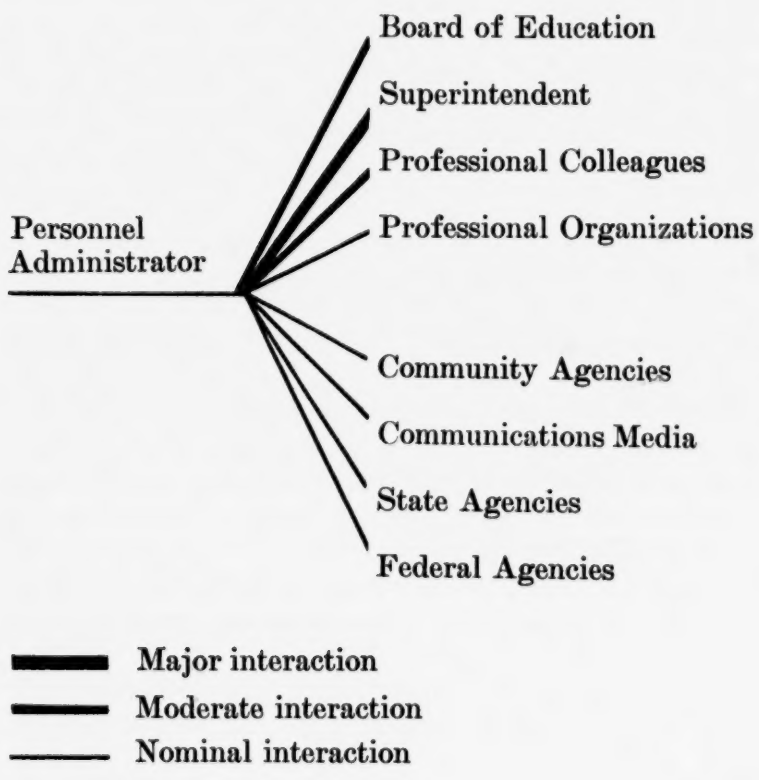
matters when contacts are being made with the board of education. To the extent that the superintendent has confidence in the ability and competence of his top-level staff members to represent him in contacts with board members, he demonstrates strength as a chief school administrator. Although some superintendents are still reluctant to let their assistants communicate directly with board members, there is a growing tendency for superintendents to expect their assistants to make reports to the board, to analyze operational problems, to interpret new programs (in their areas of specialization), and to respond to questions and reactions of board members to these reports, problems, and programs.

It is important that board members understand that the superintendent has delegated *liaison responsibilities to the personnel administrator.*

It should be reiterated, however, that contacts with the board of education by the personnel administrator should always be made with the knowledge and consent of the superintendent.

Relationships with Superintendent. It is a widely accepted belief in school personnel administration that

Figure 6 *Interrelationships*



the chief personnel administrator should report directly to the superintendent and not be obliged to go through an intermediary level of administration. In response to the logic of this belief, more and more school systems have either elevated the personnel administrator to cabinet-level status or have drawn the organizational structure to enable him to report directly to the superintendent.

The nature of most activities in personnel administration makes continuing direct communication with the superintendent imperative. Personnel actions are usually carried out in the name of the superintendent. He assumes responsibility for the actions. Therefore, it is mandatory that he be thoroughly informed about all aspects of personnel management.

Relationships with the superintendent are both formal and informal. Size of system, style of operation of the superintendent, and pressure of events with which the superintendent is obliged to cope determine the frequency and nature of the contacts between the personnel administrator and the superintendent.

If the personnel administrator is a member or chairman of the administrative-board negotiation team, his contacts with the superintendent of necessity must be more frequent and intensive. In some respects this relationship may be likened to that of quarterback and coach in a football game. As a negotiator, the personnel administrator may also work very closely with the board of education or certain of its members. In doing so, however, he functions as the superintendent's representative.

It is important to understand which is which, i.e., whether the superintendent does the coaching, sometimes calling the signals to guide the "quarterback" at the negotiation table.

Relationships with Professional Colleagues. The leadership team concept puts a premium upon close working relationships among members of the team. Personnel management occupies a strategic position in the educational enterprise. New instructional or curriculum programs, administrative developments, pupil services endeavors, community relations efforts, human relations activities, or business administration projects usually call for personnel additions, transfers, or changes of some kind. It is essential that close coordination exist among all elements of the leadership team when these actions take place, but close cooperation is important at all other times as well.

Coordinating these activities sometimes is quite difficult when one or more of the team members operate independently.

Means used to assure close working relationships include meetings of the superintendent's cabinet, interdepartmental sessions, and simple one-to-one confer-

ring among leadership team members. The larger the system the greater the opportunity for independent and unilateral actions by department heads. Such actions contribute to misunderstandings, difficulties, and interdepartmental jealousies. Breakdowns in communication are costly. The accusation of bureaucracy sometimes leveled at larger school systems may be justified when relationships are strained, inadequate, or nonexistent.

Relationships with Professional Organizations. One of the most important developments in recent years has been the transformation of teacher organizations, once docile, semiactive, and socially-oriented, into dynamic, strongly active, welfare-focused associations. This development has had tremendous implications for personnel administration. Teachers are disinclined to accept strong central office initiatives in the promulgation, institution, and implementation of personnel policies and procedures, regardless of how well-intentioned these efforts may be. Instead, the trend is toward participatory personnel management. Formalized decision making in the form of collective negotiation is increasingly the trend.

It is therefore essential that the personnel administrator understand better the role the teacher organization desires to play in personnel administration. Working closely with the organization in a professionally responsible manner—not in a resistive, obstructive posture—is one of the new dimensions of good school personnel administration.

Many other intrasystem organizations are also interested in personnel management. These include associations of administrators and supervisors, local units of the Association of Supervision and Curriculum Development, organizations representing noncertificated employees, and ad hoc groups.

In many communities, such lay groups as labor, farm, business, civic, and government organizations are very much concerned about school personnel management. Business, industrial, and governmental personnel associations in larger communities carry on activities which may be quite relevant to school personnel administration. When this is the case, liaison relationships with such groups often are useful and productive.

At the state and national levels, counterparts of some local organizations may have a keen interest in school

personnel administration. In recent years, state associations of school personnel administrators have been formed to foster and promote more effective personnel management practices. The American Association of School Personnel Administrators, at the national level, has become a potent force in this effort.

Personnel administrators are becoming increasingly conscious of the importance of these organizations and are finding better ways of capitalizing upon their contributions to the improvement of school personnel management.

Relationships with Community Agencies. Communities vary a great deal in the extent to which they have community agencies with an interest in school personnel administration. The larger the community the greater the number and significance of community agencies.

Community action agencies in the decade of the sixties came to exert considerable influence upon school personnel administration. Usually their interests were in the areas of equal employment standards, increasing opportunities for minority personnel to obtain leadership positions, and widening efforts to promote staff integration. Civil liberties organizations intensified their interests in and influence over the administration of personnel policies and procedures to safeguard the rights and privileges of individual employees. Governmental units, particularly fair employment agencies, tended to monitor personnel employment, placement, and staff utilization decisions. Closer working relationships with these groups became essential. Other community agencies formed during the last 25 years interested themselves in school administration—especially personnel management. These developments have made the work of the school personnel administrator much more complicated and demanding.

Relationships with Communications Media. Contacts with communications media have traditionally been made primarily by the superintendent or his designated PR representative. However, the leadership team concept of administration dictates a broader view of relationships with communications media.

It is charged by some that educators are getting out of touch with parents and the public. Defeat of tax levies and bond issues, parent unrest and discontent, and alienation of some community groups are cited as

manifestations of the growing apart of educators and the patrons they serve. If this communications gap is a reality, it would seem to follow that relationships with the media should be reexamined. Members of the leadership team are in an advantageous position to buttress the efforts of the superintendent in interpreting the total program of the school system in a more effective manner.

The personnel administrator is becoming increasingly aware of the need to explain or clarify the purposes and procedures of the school system's personnel program to parents and community through newspapers, radio, and TV. This requires the development of important personnel data in a meaningful manner so that it can be communicated understandably by the media. The ability to respond to searching questions of persistent newspaper reporters, to appear before the TV camera, and to give a clear-cut answer to a reporter's unexpected query are new skills required of school personnel administrators.

This is sometimes critical. Public interest in personnel administration and decision making is on the increase. Careful interpretation of these matters is very important.

Relationships with State and Federal Agencies. Personnel administrators have been deeply involved in the implementation of state and federal programs, especially under the Elementary and Secondary Education Act. The procurement and deployment of staff for these programs has often been both arduous and demanding. Fluctuations in the funding of state and federal programs have caused many complications.

Personnel administrators have had to maintain close working relationships with state departments of education and with regional offices of the U.S. Office of Education. Not only have contacts multiplied with educational agencies, but such agencies as the Office of Economic Opportunity and the Department of Labor have also mounted projects which have affected personnel administrators, such as the Model Cities Program.

While most larger school systems have developed offices or departments to administer state and federal education programs, many personnel aspects of these projects require the direct attention of the personnel administrator. In an increasing number of school systems, especially in large cities, relationships with state and federal agencies have become a very time-consuming and integral part of personnel administration.

Becoming an Assistant Superintendent

Two routes typically are followed in advancing to an assistant superintendency in personnel administration. One is to advance within the school system from a lower classification to the higher rank. Another avenue—growing in frequency and favor—for an individual interested in personnel administration is to pursue preparatory graduate work in the field. Developing knowledge in personnel administration by this means and combining it with general administrative experience strengthens the process of advancement into the field.

While many colleges and universities have yet to develop comprehensive graduate programs in school personnel administration, more emphasis is being given to this field in an increasing number of institutions. Two other promising developments are occurring. One is a broadening of course content to include units in business, industrial, and governmental personnel administration and related subjects from other colleges or departments in the university. The other is the granting of doctorates in personnel administration. Only a few universities have moved this far, however.

School systems tend to promote an individual to the post of assistant superintendent for personnel only if he has had successful experience in some area of general administration. In a few instances, larger systems have recruited persons to head their departments of personnel who have demonstrated competence in business, industrial, or governmental personnel management in noneducational enterprises.

Some systems tend to promote from within the organization. Qualifying examinations are often administered to interested candidates, either from within or outside the system. Eligibility lists are established, and appointments are made on the basis of qualifying scores.

Regardless of the method of advancement to the position of head of the personnel component of the leadership team, the individual who holds the position needs broad knowledge of all the elements of sound personnel administration. To be a skilled practitioner, he also needs many personal capabilities.

Knowledge. Breadth and depth in personnel knowledge are required. The following basic functions performed by the personnel administrator indicate the scope of this knowledge: *employment* (recruitment, selection, and appointment), *deployment* (placement

and assignment), *personnel development* (orientation, inservice education, evaluation, and promotion), *personnel management* (organizational structure, records, procedures, and processes), *personnel information* (data collecting, analysis, interpretation, and reporting), *salary administration* (comparative studies, advisement and consultation with superintendent, salary scheduling, implementation, and interpretation), *research and development* (analysis of existing procedures, initiation of new personnel techniques, and keeping up with personnel trends in noneducational and education-related enterprises), and *personnel adjustment services* (employee problem identification and prevention, employee counseling, and personnel problems resolution, drawing upon internal and external resources).

Skills. Effectiveness in applying personnel knowledge depends upon the skills of the practitioner. Skills derive from two sources: from the innate personal qualities and value system of the individual, and from growth and development through experience.

It would be wrong to argue that all good personnel administrators need identical operational skills. Actually, there are different styles of operation which are equally effective. To a greater or lesser degree, however, some of the personal attributes which successful personnel administrators appear to need are sensitivity and empathy, patience and forbearance, integrity and dependability, imagination and ingenuity, fairness and consistency. This is not to say that these qualities are not required of all good administrators, but they are of particular usefulness to those whose basic operational duties involve people-to-people relationships.

Skill in planning, organizing, directing, communicating, and evaluating are equally necessary. Given some or most of the personal qualities enumerated above, plus time and experience, most personnel administrators develop these skills abundantly and indelibly.

Stepping Stone to Superintendency?

When personnel administration was a less developed function, there may have been a greater tendency for incumbents in the position to use it as a stepping stone toward the superintendency. Some very able superintendents have moved from personnel positions to that of chief executive. But as personnel administration became a more comprehensive function in its own right,

This is probably a valid assumption for most highly trained and experienced members of the superintendent's team. Second level positions, as they gain greater recognition and influence, become more and more attractive.

and a more challenging, dynamic, and rewarding one, those who advanced to the top position in the field were more likely to see themselves as "careerists" than as candidates for the superintendency. It is safe to generalize that the longer the chief personnel administrator remains in the position, the more likely he will be to develop expertise and to be content to remain as a personnel specialist.

Personnel administration is a good training ground for the number one administrative position in a school system. It equips the individual to understand people and their problems. This is a very important component of top-level management. Undoubtedly there will be gaps which experience in personnel administration will not fill. Knowledge in finance, business, curriculum, instruction, school building construction, and perhaps other elements of the chief executive's range of responsibilities may have to be learned in other ways. Yet, regardless of the primary field from which the new superintendent moves, he will have gaps in his experience to fill.

Assets and Liabilities

Like most cabinet-level administrators, personnel administrators have been confronted with ever increasing leadership pressures. From World War II until the close of the 1960's general staff procurement was a most persistent pressure. Serious imbalances between demand for and supply of qualified candidates were a perplexing problem for almost twenty-five years. The civil rights revolution introduced many new and difficult demands. Teacher militancy and collective negotiation brought new constraints and sharply changed policies and procedures of personnel management. The advent of federal interest in education, manifested by the hasty development of many categorical-type projects, subjected the personnel administrator to added staffing pressures. The fluctuating nature of many of these federal programs was an additional complication.

This is more and more a prime job requirement for the personnel administrator. If he does not like this phase of his position, he is in for a difficult time.

The larger school systems grew, the more complex became the personnel administrator's job. Much of the pressure in the position stems from the fact that it is his responsibility generally to counsel with disappointed, disgruntled, and irate staff members. The personnel office is usually the place where complaints come. Most personnel administrators deem it important to try to resolve difficult personnel problems so that they will

not have to be passed on to the superintendent. This buffer role often places the personnel administrator in the uncomfortable position of being the reconciler of disgruntled clients and the "hatchet man" in dismissal cases.

Despite the liabilities of the position, there are compensating factors. Of all the top-level positions in the central staff, the personnel administrator is most likely to be the one whom most staff members feel they know or at least can come to with their concerns. The personnel administrator probably knows more staff members as individuals than the superintendent or any of his other top-level assistants. This is a source of considerable satisfaction.

Being able to meet the staff requirements of the school system, operating the personnel office as a "listening post" for employees, sharing in a peer-level role in systemwide decision-making activities, having the respect and confidence of superiors and colleagues as an "expert" in personnel administration, representing the school system when personnel matters are at issue, and enjoying the satisfaction and stimulation of contacts with other administrators of personnel in state and national associations are assets which tend to offset the liabilities of the position. The former outweigh the latter.

Professional Growth Opportunities

Most school systems do not have well-defined programs of leadership development for their top-level administrative personnel. They have been obliged to give other developmental needs a higher priority. Professional growth opportunities, therefore, are more "hit and miss" than planned. In most instances, growth and development are the responsibilities of the individual. He achieves professional growth largely on a trial and error basis.

Attendance at professional association meetings fosters growth. Personnel administrators attend many of these meetings—some of a general nature, others primarily focused on personnel administration. The annual conferences of the American Association of School Personnel Administrators offer many opportunities for personnel administrators to gain insights and up-to-date information regarding developments in their field.

As colleges and universities augment their programs of graduate work in personnel administration, this

source of developmental opportunity may become more widely utilized by personnel administrators. The greatest deterrent to participation tends to be the inability of the individual to take sufficient time off to enroll in graduate work, especially during the regular school year.

Another source of opportunity for cabinet-level administrators to participate in short-term seminars and clinics, in a variety of professional growth activities, is the National Academy for School Executives, sponsored by the American Association of School Administrators. An increasing number of personnel administrators are participating in these programs.

Participation in Top Level Decision Making

While practices vary among school systems, the trend is toward participation of the chief personnel administrator in cabinet-level decisions. Such participation is more likely in larger systems than in smaller ones. The incidence of participation by the personnel administrator was shown in Chapter 1.

The personnel implications of many top-level decisions require his participation. His advice and counsel are needed too in other areas. It can be concluded, therefore, that the voice of personnel administration has come to be recognized as an important component in most high-level decisions.

Evaluation

Most school systems do not systematically and carefully evaluate the performance of personnel administrators, or of other cabinet-level administrators, for that matter. Evaluations, if made at all, are usually in the form of unilateral ratings by the individual's immediate superior. A checklist type of assessment is most commonly used.

In small systems, the superintendent actually does not need a highly formalized system of evaluation of his leadership team members. He has close-range knowledge of their assets and liabilities.

It is doubtful that this type of evaluation serves as an impetus for professional growth and development, inasmuch as it is basically postperformance rating. Most plans of evaluation of leadership performance need overhauling, and where no organized program exists, efforts might well be undertaken to institute effective procedures.

Job Security

The mortality rate for top-level positions in personnel administration is relatively low. Those who advance to these positions are likely to be careerists and, unless they move to the superintendency, to remain in per-

sonnel. There is a higher turnover rate, however, among those in personnel administration in lower classifications. This probably can be attributed to the fact that entrance to these positions is often via transfer or promotion from positions in general administration. Lack of formal preparation in personnel administration may discourage continuation in personnel, especially when salary ceilings are attained and opportunities for further advancement appear bleak.

Another cause of job mortality is the fact that general administrators moved into personnel sometimes find themselves ill-qualified for their positions. Unfortunately, because of the relative newness of personnel administration as a separate function, some administrators have assumed that "anyone and everyone" can be successful in personnel work. Time has proved the falsity of this assumption.

Profile II—*Desirable Changes*
Assistant Superintendent,
Personnel Services:
Become a policy developer, monitor, analyst, evaluator, instructor, consultant, and adviser in the promotion of better practices in personnel administration; specialize in resolving interpersonal problems; collaborate with professors of personnel administration in advancing the quality and status of personnel training.

School personnel administration has come a long way in the last 25 years. It has become an accepted administrative function in its own right and has come to require a body of knowledge and range of skills that have given it a firm standing and general acceptance among other functions in school management. However, while much progress has been made, there are still many school systems that have moved sluggishly and reluctantly in recognizing the importance of personnel administration.

It is not feasible to recommend a monolithic pat-

tern for school personnel administration, but the following are some general guidelines that may be used to strengthen it as a profession:

1. The head of personnel administration should have status, title, rank, and salary commensurate with other administrators whose responsibilities are comparable in scope and significance.

2. The chief personnel administrator should report directly to the superintendent of schools if at all possible. In large city school systems this may not be feasible, but intervening layers of administrative structure complicate personnel operations.

3. Personnel administration should be regarded as a service function, its mission being to employ, deploy, develop, and nurture the manpower resources required to produce quality educational services. Personnel administration should not be considered a line function.

4. If the chief personnel administrator is on the same organizational level as other top-echelon department heads, he should hold cabinet rank and be regarded as a key member of the superintendent's leadership team.

5. All personnel functions should be consolidated in one department. Both certificated and classified personnel should be under the jurisdiction of this department.

6. Every effort should be made to avoid assigning collateral duties to the personnel administrator if they require him to shortchange his primary personnel responsibilities.

7. If certain operational personnel functions (e.g., inservice training and professional growth) are carried out in cooperation with other departments, the personnel administrator should be able to offer expert knowledge and skill in carrying out these shared responsibilities.

Decentralized Personnel Management

As pressures develop for school systems to decentralize many administrative processes and functions, the question arises as to whether or not personnel administration can be decentralized. The matter has not yet been settled, but it would appear that some aspects of personnel management may be decentralized, while other elements probably should be maintained centrally.

Policy Development. Strong central leadership should be given to the formation of standards for employment, placement, assignment, development, evaluation, and termination of employees. Once these standards are formed, decentralized personnel administrators and/or general administrators may implement them in carrying out their own operational responsibilities.

Employment. Some operational aspects of the employment function probably will have to be performed in the central office. Campus recruitment, for example, can be much more expeditiously performed centrally. Specialized vacancies perhaps can best be filled by the central office staff. Many employment activities can be decentralized so long as high standards are observed, but, where efficiency dictates, there should be no hesitancy in retaining certain aspects of employment in the central office.

Monitoring and Evaluation. It has been said that operational personnel do what is *inspected* rather than what is *expected.* If this is a valid generalization, the central personnel office must assume responsibility for monitoring and evaluating personnel practices in decentralized offices and areas to maintain quality control over personnel management activities.

Leadership Development. The chief personnel administrator should provide leadership to area administrators in establishing and conducting programs to improve personnel management in their constituencies.

Consultation and Advisement in Negotiation. The head of personnel administration should equip himself to advise and counsel those who conduct collective negotiations on all matters that have personnel management implications.

In general terms, under any decentralization of personnel administration, the central personnel administrator will be engaged more in planning, developing, monitoring, evaluating, and training than in actual operations. Personnel and/or general administrators at district and local levels will become implementers and operational practitioners.

This is a high-risk area. The distinction made between guiding and operating functions in personnel administration may not hold up in actual practice.

A Glance Ahead

In the future, school personnel administration as a profession will take on new dimensions. Better preparation will precede entrance into the profession. Practitioners will start with a larger base of knowl-

edge and a greater range of skills.

The pertinent question will be *why* rather than *how* a personnel practice is carried out. The concern will be for the rationale of actions.

The personnel administrator of the future will be more of an expert and consultant in the interpersonal relationships which occupy so much of the time of administrators at all levels. The school personnel administrator will advise, instruct, and coach his colleagues in the art of effective human relations.

There will be more systematic collaboration between professors of school personnel administration and personnel administrators in school systems. A better blending of theory and practice will profit both.

Professional performance will be upgraded. More rigorous standards of good practice will be agreed upon and implemented.

The personnel administrator of tomorrow will become more skilled as a developer of personnel management skills in other administrators. He will design inservice training activities for general administrators and will take the lead in helping them institute ongoing programs in this area.

By the end of the 1970's, personnel administration will have become a stronger and more highly esteemed profession, if this goal is pursued with deliberate and persistent effort.

6.

PUPIL SERVICES

Profile I—*Current Status*

Assistant Superintendent, Pupil Services:
Administrator of guidance, psychological, health, and social work services; manager of attendance services; director of special education; decision maker; programmer; stimulator, coordinator, appraiser, and interpreter of pupil services.

This may be the most significant development (improvement) in school administration in this century.

The tremendous growth in school enrollment since World War II has brought to the attention of school administrators and communities the constantly expanding range of pupils' abilities and the diversity of their experiential background as factors in academic progress. This school population explosion has brought demands by many citizens for more specialized services from their schools. Parents are taking a broader view of education and are no longer satisfied unless there are specialized services augmenting the instructional program. As a result of these demands, there has been an expansion in services and activities designed to enable each individual to obtain maximum benefits from the instructional program.

Major Functions

Although many of the services comprising what is becoming known today as pupil personnel services or simply pupil services originated outside the school and were incorporated as separate entities, there is a growing recognition that their integration and consolidation are necessary for the greatest efficiency. The pupil service function, relatively in its infancy in most systems of our nation, is becoming recognized

as being of equal importance with the instructional and administrative functions.

The National Association of Pupil Personnel Administrators has outlined the major responsibilities of the administrator of pupil services: health services, psychological services, social work services, attendance, guidance services, and speech and hearing services. This group appears to include those responsibilities which have been designated as pupil services by the greatest number of districts. In some districts other areas such as special education, and corrective and remedial reading are included under the pupil service organization. The scope of services organized under pupil services is dependent to some extent upon the size and organization of tne school district.

Specialized supervisors are not always available to every system. In such cases the administrator must rely upon the competencies of staff in the separate services which support pupil needs outside the classroom.

Although many of the service functions have a similar base or theory underlying them, each is unique. The administrator, to be effective, must rely upon the competencies of the specialized supervisors of the separate services comprising pupil services.

The organizational patterns developed to serve a pupil service function are diverse and more often than not include pupil services as one aspect of instruction. It is only in the larger districts and very recently that the pupil service function has been seen as separate from and equal to the instructional function.

The leadership position in pupil services under most organizational patterns is both a line and a staff position. The relationship with service personnel who work directly out of the central office is generally a line relationship, whereas the relationship with school-based personnel such as guidance counselors is generally staff. It is also a staff position with respect to individual school administrators in most districts.

Recognition by fellow administrators of the value of pupil services and the pupil services administrator is a continual concern. Recognition begins with the superintendent.

A democratic administrative process implies that the administrator operates in a manner which will release the potential of his immediate subordinates. Inasmuch as pupil services administrators, in many instances, are currently coordinating the efforts of heretofore separate departments, it is mandatory for them to pay close attention to this aspect of their role. Unfortunately, many of these administrators, trained as practitioners in one or more of the disciplines comprising pupil services, must develop administrative skills while on the job. Since the basic components of the administrative process are applicable

to pupil service administrators and make up the fundamental role for this position, a description of five of these components within the context of pupil services follows.

Decision Making. The relationship of the administrator of pupil services with all specialists operating from a central office is a line relationship, and consequently he has authority and direction over their functions and is directly responsible for what they do. It is his responsibility to make decisions, although hopefully these decisions will reflect a consensus of the supervisors of the specialists. His responsibility is to some higher authority: the superintendent or the associate or deputy superintendent.

In instances where pupil service workers are school-based, the decision-making responsibility must be shared. Currently the administrative role with respect to school counselors is a staff relationship, and administrative decisions can be made only with the consent and assistance of the principal or instructional leader at the district level. In actuality, all pupil service workers operate in both a line and staff relationship.

Programing. A second function of the administrator for pupil services involves the programing aspects of services. Given the limited number of positions available and the scarcity of funds for implementation, programing must consider priorities in initiating and expanding services. The increasing demand by teachers and principals for increasing services means that the administrator for pupil services, like the superintendent, must concern himself with developing new patterns for effectiveness.

Stimulating. The Hawthorne Studies have demonstrated that when members of an organization understand clearly what is being attempted, they tend to be more productive. One of the major functions of the administrator of pupil services is to provide the setting for the various specialists to confront and stimulate one another through discussion. Face-to-face communication provides opportunities for the specialists to integrate ideas and plans which can complement the efforts of any one program.

Staff meetings with emphasis on professional growth may be a part of this function.

Coordinating. Perhaps the most basic role of the administrator for pupil services is that of coordination. Since the focus in pupil services is upon the pupil, it touches all other aspects of the system. The

For this reason some authorities in the educational field propose that the coordinator of pupil personnel services be a staff position only.

coordinating function involves not only bringing into appropriate relationships the people who comprise the pupil service departments, but also, and more importantly, fostering relationships between these pupil service workers and other personnel in the school system.

Operationalized instrumentation is needed—therefore the director works with his staff to develop criteria according to local needs and conditions. They collectively find various ways to implement evaluation of program and staff.

Appraising. Little or no evaluation of the differently constituted pupil service programs has been made. Most studies of pupil service programs have been descriptive rather than evaluative. This lack of evaluative data has made it most difficult for the administrator to document a sound basis for the additional expenditure of funds. It is not enough to point to other areas where services are more fully developed and establish this as a reference point for additional staff. Goals and objectives must be established and presented in behavioral terms, and determinations must be made concerning quality of achievement, if hard data are to be presented as to what contributions are made by a pupil services worker.

Because of his background and function, the assistant superintendent for pupil services is more likely than some school administrators to become deeply involved in community affairs as a board member for various agencies in the general social service–mental health area. His opinion is likely to be sought in the design and implementation of civic and community programs and services. He will also be the interpreter of his function and the function of those for whom he is responsible to the board of education. In this, he is likely to have to be aggressive if he is to be effective.

They must always remember that the sole reason for their existence is to aid the teacher in helping the child.

The administrator must provide the kind of positive leadership in the pupil service area which will create a working climate allowing those for whom he is responsible to create, innovate, and stimulate, thus capitalizing on their emerging leadership.

Trends

There are a number of significant changes in concept developing which may have an impact upon the scope of pupil services. The most important of these is the emerging idea that there are three fundamental functions within the operation of public education: (a) the instructional function, which is the heart of public education, (b) the administrative function,

which came about as the need arose for a principal-teacher and ultimately a principal, and (c) the pupil service function, which has developed extensively and been recognized as a separate administrative function only in the last decade or so. There appears to be a significant trend toward consolidating the concept of pupil services as the third function in the educational scene.

Educational administrators are recognizing the student need, as well as the teacher need, for an expanded view of education—a view which encompasses not only academic and vocational development but also knowledge and acceptance of self and interpersonal and decision-making skills. Teachers are well aware of the support necessary for them in enhancing the learning process. Student activism and problems of the deprived are stimulating an emphasis upon human relationships and are bringing pupil services into focus as a significant aspect of education. Federal as well as local funds have brought a significant increase in the number of pupil service workers. Moreover, the team concept of guidance, psychology, and social work, with the team's expertise in behavioral sciences joining forces with the instructional staff, necessitates the close liaison between pupil service workers and the classroom teacher. The team concept demands the integration of these three disciplines into a unit supporting and assisting the classroom teacher. Moreover, the coordination, inservice training, and utilization of pupil services require considerable administrative leadership.

Care must be taken that the team concept not get so large that sight is lost of the child and his needs.

More and more, as education is expected to develop goals in cognitive, affective, and psychomotor domains, a concomitant need will arise to utilize expertise in the behavioral sciences in meeting and evaluating affective objectives.

When the pupil services administrator can work hand in hand with other middle management personnel, the administrative team can be more effective to the overall school program.

The concept of pupil services as separate from and coordinate with instruction has been fully developed in very few districts and has not as yet become the model accepted by many systems. However, it is foreseen that this model will become accepted as the need arises for *an operation which is concerned with the pupil as an individual—not as a member of a class or*

an object of instruction. Whereas the chief mode of instruction is the acquisition of knowledge and the improvement of cognitive power, the chief mode of pupil services focuses upon the pupil himself. This is not to say that instruction is not humanistic, but rather to indicate where the major focus often has been in practice, if not in theory.

Pupil services are now seen as being effective in time of crisis. Pupil services personnel are usually too few in number to be used extensively in any other way, even though this is a poor use of skilled professionals. A way must be found to demonstrate what can happen to children as learners when pupil services personnel skills are used as an integral part of the developmental learning processes in the classroom.

For instance, instead of referring students to pupil services after a problem develops, utilize pupil services staff to screen out and work with pupils before they become problems.

The importance of the behavioral sciences to the learning process makes it necessary for the pupil services administrator to coordinate the activities of pupil service workers in developing new programs and ways of working that pay attention to significant trends developing in public education, e.g., greater involvement with community and parental groups, and fuller encounters with students whose voices will undoubtedly become more important in the future.

The pupil services administrator and his staff can, through their expertise in confrontations with students, explore what is happening to students and provide systematic feedback from the consumer to the instructional leader for possible instructional adjustments. The pupil services administrator can also make an input for the solution of problems confronting the board of education regarding areas other than instruction.

The model calling for an administrative position separate and coordinate with instruction places heavy emphasis upon the coordinating role and stresses the need for the pupil services administrator to work even more closely with instruction. It implies that in-service education, particularly in the behavioral sciences, must include the instructional personnel. However, it recognizes that critical tasks exist in the affective domain which can best be performed through a function specifically designed to enhance the learner's education.

The second trend affecting the pupil services administrator is the incorporation into the pupil services department of a wider variety of functions. Gen-

erally, pupil services include the areas of guidance, psychological services, social work services, and attendance. However, many other areas which are essentially services, such as remedial reading, speech and hearing, and even special education, are being grouped under the pupil services umbrella. This is not to imply that this trend is undesirable, but, for the administrator, it means more effort must be placed upon acquiring general knowledge in order to become conversant with practitioners in these disciplines. It broadens the scope of coordination among the disciplines and forces the pupil services administrator to rely more heavily upon the skills of his subordinates in creating new patterns in program development.

There also appears to be a growing awareness of the contribution that the pupil services administrator can make to sound decision making for the whole school system. *Education is conceived in terms of groups, and the pupil services administrator speaks for the individual, whose voice needs to be heard more often.* Other administrators in the superintendent's cabinet may be more disposed to look at problems in terms of administrative practice, public relations, finances, and board reaction. The pupil services point of view is becoming recognized as an essential one for sound decision making.

This concept helps to create a balance between a group philosophy, e.g., teacher-class, and individualized services such as counseling.

As the costs of education continue to rise and expansion of staff becomes more difficult, the administrator is faced with the problem of determining the most effective staff utilization. Furthermore, as his role and function change to meet changes in education, the inservice or staff development aspects of his position become of more concern. Administrators must begin to document and evaluate aspects of their programs which heretofore were described in terms of numbers of workers rather than quality of production.

Administrators must begin to pay more attention to feedback from secondary school students and become good listeners to their concerns and ideas. A systematic method of tapping ideas expressed by parents can also be profitable and is being accomplished in new and innovative ways, in addition to the PTA approach.

This is an excellent point.

The pupil services administrative position, particularly at the assistant superintendent level, is presently the exception rather than the rule. The assistant superintendency is in a position of becoming rather

than being. However, demands by the public for expanded services appear to be making the greatest contribution to the development of a coordinated administrative position.

Significant Relationships

Relationships with Superintendent. The assistant superintendent, as a second-level administrator, has the opportunity to participate in regular staff meetings where he can report activities and disseminate information that needs to be known by the staff members. He also has opportunities to meet with the superintendent in individual conferences to bring him up to date on programs and procedures in pupil services. This may not be as true for the administrator who holds a lesser position in the system. Since pupil services have only recently been organized into a division in many districts, there is a considerable amount of inservice training necessary for the superintendent who may not be aware of the scope of pupil services. Through regularly scheduled meetings the superintendent can be acquainted with the scope and function of pupil services and develop a greater appreciation of their place in public education.

The administrative relationship between the pupil services administrator and the superintendent is dependent upon the organizational structure. There is no common pattern. Generally the pupil services administrator holds a third-level position and has been assigned to function as one aspect of instruction. He usually reports to a second-level administrator in the instructional function. The title of assistant superintendent is often misleading in that in many large districts it too represents a third level of administration. There is a growing recognition, particularly in large districts, that this administrative position should be separate and coordinate with instruction. In the smaller districts it may be a separate function with direct access to the superintendent.

The relationship of the superintendent to the assistant superintendent for pupil services, as to all assistant superintendents, will depend upon his administrative philosophy. If he operates on the premise that his office is composed of himself and his assistants and works energetically with them in relationship building and trust building, he and they will build roles which depict all as enablers, coordinators, or

facilitators. The superintendent can capitalize on the emerging leadership of his assistants and can also assist them in capitalizing on leadership qualities throughout all levels of the system.

Relationships with Colleagues. The administrator of pupil services must continually work closely with the other administrators of the superintendent's team in order to help them understand his role and function as well as to coordinate programs. The pupil services administrator must develop a doubly close working relationship with the instructional administrator in order to integrate programs.

With the roles of school psychologist, social worker, and others changing to provide consultation with the classroom teacher, there is an increasing need for program development involving the competencies of teachers and specialists. A close liaison must exist with other administrators if program development in pupil services is to advance in other areas of the system. This is particularly true of the research and planning and adult education departments. To cite two illustrative examples:

1. As the research and planning administrator develops educational specifications for building new schools, the pupil services administrator must establish a close working relationship with him and make him and his department aware of the need to include pupil services specialists in the team developing these specifications.

2. Public education in school districts today is not limited to programs exclusively for the student in grades K-12. The broader concept includes the adults in the community as well. As instructional programs are developed for the adult, be they basic high school or vocational-technical education, pupil services should also be made available. Thus, a close liaison must exist between the adult education and pupil services administrators if there is to be optimum program development.

A close personal as well as working relationship can enhance progress toward defining responsibilities and developing the optimum relationship which appears to be a constant concern for all administrators. These patterns of informal structure are much more important than stated organizational patterns depicted on a line and staff chart. Line and staff relationships, however, must be clearly defined. *There is no*

more certain route to disaster than inability to fix responsibility.

Relationships with Board of Education. The pupil services administrator needs to acquaint both the board of public instruction and the superintendent with the goals and objectives of his aspect of education. However, accessibility to the board must come through the superintendent. It is not always mandatory for the pupil services administrator to be present at every board meeting. However, there should be the opportunity to review the board agenda prior to the meeting in order to determine if questions concerning pupil services programs may be included.

The pupil services administrator may, with the advice and consent of the superintendent, hold a series of informational, rather than business, meetings with the board to acquaint it with the philosophy, goals, objectives, practices, and evaluations of pupil service programs. This type of meeting provides the board with a deeper appreciation of the expanding scope of public education and the developing programs necessary to meet the needs of today's youth. The assistant superintendent for pupil services should be available to consult with board members when they seek advice on matters for which he is responsible. Their orientation to the philosophy, function, and concerns of the pupil services division should be of paramount importance to the administrator. He might show recognition of this importance by inviting board members to attend staff meetings and specialized programs presented to his staff by consultants in various areas.

Relationships with Community Groups. Outside of education itself the administrator will find himself called upon many times to interpret his services to community groups such as civic and professional associations. Public support today demands an informed public. Inasmuch as pupil services is a relatively new constellation of services, the general public is, perhaps, less informed about this aspect of education than about many others. It behooves the administrator to pay particular attention to the education of the public. He must have a good speaking personality. Pupil services personnel are involved extensively with community agencies by virtue of the problems with which they deal. The pupil services administrator should develop a working relationship with agencies concerned with employment,

health, welfare, probation, police, and other community services. He should coordinate his activities with clinics, hospitals, medical and dental organizations, district coordinating councils, case conference committees, and certainly PTA councils.

Relationships with Communications Media. The pupil services administrator should develop a close relationship with the communications media and should utilize the outlets they provide for presenting information on innovative or exemplary programs to the general public. An example of such utilization might be a weekly article for parents and senior high students concerning planning for post–high school education. With the advent of video tape and its use in the school, it is possible to prepare TV programs depicting various aspects of pupil services. Since the Federal Communications Commission requires that some public service time be provided by the TV and radio stations, the alert administrator will take advantage of this resource.

Relationships with School Principals. The pupil services administrator must operate under an administrative theory which basically approaches administration from the human relations theory model rather than the classical rational theory model. Because he enjoys both a line and a staff relationship with other lesser administrative positions, the human relations approach is much more successful. This is particularly true for the relationship with the school principal, who is administratively responsible for service programs operating in his school. His cooperation and support are almost mandatory if the programs are to be successful. The pupil services administrator must establish a close working relationship with both the elementary and secondary principal groups in order to implement programs and practices. In a team approach to pupil services, which appears to be an effective pattern, the school administrator assumes the critical role in scheduling and planning for the team operation. This is particularly true where there is no school-based pupil services worker. Effective functioning of the team of pupil services workers and instructional personnel depends upon coordination between the pupil services administrator and the school principal.

This is a must. Maybe the most important task facing the pupil services administrator.

Relationships with Professional Organizations. Until quite recently the administrator of pupil ser-

vices had no unique professional organization with which to affiliate and through which to grow. He was limited to membership in groups representing one or more of the specific disciplines comprising pupil services. With the organization of the National Association for Pupil Personnel Administrators, he now has the opportunity to associate with colleagues who share all his problems and concerns. However, if the administrator wishes to remain current in those disciplines associated with a pupil service operation he should still subscribe to the various professional journals. Moreover, since pupil services is closely aligned with instructional programing, it behooves him to be constantly aware of changes and innovations in the school setting. This implies that subscriptions to journals of other professional organizations may be desirable.

Relationships with Federal Government. As more and more support for public education appears to be forthcoming from the federal government, the alert pupil services administrator will need to be knowledgeable about federal legislation regarding his area. He should establish liaison with pupil service personnel in the U.S. Office of Education and actively support their requests and endeavors for a greater voice in this department. He must be constantly aware of plans or programs developed by Congress that would provide resources to ultimately help boys and girls.

He should be responsible for the development of project proposals to the USOE and educational foundations to study and implement innovative practices.

Preparation

The typical preparational requirements for the administrative position in pupil services would encompass a background in one of the specific disciplines comprising this function. No specific formal program of training for the pupil services administrator has as yet been devised by the colleges and universities. However, the position statement of the National Association of Pupil Personnel Administrators has suggested a program comprising elements from the disciplines which are generally included in pupil personnel services.

Preparational requirements depend to some extent upon state regulations. Some states require administrative and supervisory credentials, while others have developed pupil personnel requirements. However, in an earlier study, Wogaman found that only about 12 percent of the pupil services administrators have

had administrative experience.[5]

Career Opportunities

Where there is a replacement to be made in an established program, the district looks first at members of its own staff who have demonstrated leadership ability and have some administrative experience or potential. If no one is available they usually seek qualified people from universities or other districts.

Where there has been no administrator and the position is now emerging, it is a common practice to assign to the central office on a part-time basis a psychologist, counselor, or other pupil personnel worker to coordinate activities.

Inasmuch as this is a staff position requiring considerable interaction with all facets of the educational program, the superintendent will undoubtedly appoint a person who has had broad experience. This broad experience might include (though not always) classroom teaching, service in one of the disciplines comprising pupil services, and other proven administrative ability or administrative potential. The pupil services administrator must be a specialist in human relations with the unique ability to convince people of need.

It is possibly true that, for administrative purposes, a person with a background of success in educational administration and a sympathetic understanding of the value of pupil services acquired from other school experiences might be appointed as top director of pupil services. However, a background in the behavioral sciences should be given preference for at least two reasons. First, the pupil services administrator must command the respect of a staff of people all trained in the behavioral sciences. They expect not only general administrative leadership but a creative leadership emanating from a profound understanding of these basic disciplines and their relationship to school problems. Secondly, he must be able to contribute uniquely to discussions and decisions on the highest administrative level, yet be able to function in individual consultation with supervisory staff relating to their problems and concerns.

[5] Wogaman, Maurice Aaron. "An Analysis of the Guidance Organization and Services in Selected Junior High Schools in the State of Ohio." Unpublished doctoral dissertation. Bloomington: Indiana University, 1955.

Few administrators of pupil services have become superintendents. This is generally a career position, particularly if it is established as a second-level position. However, a person at this second-level position, if he has had previous administrative experience, might be well qualified for the superintendency because of the wide range of experience he acquires in dealing with pupil personnel matters.

Assets and Liabilities

This concept allows for direct administrative representation for various educational specialists who traditionally have lacked knowledgeable administrative support.

Perhaps the greatest asset of the position is that it permits the incumbent to become familiar with the total school operation without bearing the responsibility for this total operation. As a second-level position it affords the opportunity to participate in the decision-making process. As a staff position it affords the opportunity to be more open in relationships. When responsibility for rating is absent, it leads to more open and frank discussion of individual concerns and provides the chance for consultation more readily than does a line position. The pupil services position is one of diversity, affording opportunities for creative thinking, challenge, and stimulation, since it deals largely with improvement of the human aspects of education.

As the position now exists it does have significant liabilities as well, some provided by the staff alignment. It is possible for the person in this position to have many good ideas which may not be implemented unless he can be convincing in his approach to line officers. Frequently he is looked upon as a "dreamer" by so-called practical administrators. Many administrators do not take the time to understand and are somewhat impatient when he attempts to interpret behavior. He is frequently younger than the others, and time is necessary to develop prestige.

It is impossible for one person to have full knowledge of each specialized field included under pupil services, but the administrator must read as widely as he can in the rapidly growing literature of the behavioral sciences. He must attend conferences and constantly upgrade his professional background so that he can deal intelligently with the specialists in his department.

Professional Growth

No systematic program for professional growth and

development for top-level assistants is found in most districts. However, provision for joining professional organizations, attending conferences, and subscribing to professional journals is made through budgetary allowances. Moreover, the pupil services administrator is expected to keep abreast of new social welfare policies.

Other professional growth and development opportunities depend upon the initiative of the administrator. If he is a member of the superintendent's cabinet, the topics discussed and decisions reached in cabinet meetings afford him opportunities to broaden his perspective. A broad outlook is critically important, because a pupil services administrative position has significant relationships with most aspects of educational endeavor.

Certainly close liaison with other colleagues on the assistant superintendent level will provide chances to discuss trends in the general education and business programs of the district. These line administrators can provide the trigger for pupil services adaptations. They can also provide the sounding board for new programs and the insight for further refining of present programs. But contact with colleagues represents only one means of professional growth. Others are interactions with community agency personnel and feedback from students and particularly from staff in pupil services.

It is impossible for an administrator of pupil services to belong to all the organizations and attend all the professional meetings of the special disciplines within this field. Time limitations prevent active participation in many organizations which are associated with pupil service functions. It is becoming common for the administrator of pupil services to align himself with administration and depend upon his assistants to maintain professional competency in the field. In moving away from his particular speciality, he becomes more of a *generalist*, with administration as his primary concern. This is not to say that he will exclude professional reading in the specific disciplines, but that he will be reading to stay current with *general* trends and knowledge in these areas. This move toward a more general, administrative outlook has become apparent both in the formation of a professional organization specifically designed for pupil services administrators and in recent discussions of

possible alignment with the American Association of School Administrators.

Top-Level Decision-Making Responsibilities

Patience is an essential characteristic for the pupil services administrator.

If the administrative leader of pupil services is in a second-level position, his membership in the superintendent's cabinet gives him the opportunity to be directly involved in the decision-making process for the district. The key to involvement is essentially the relationship the superintendent has with his second-echelon administrative assistants—his respect for and confidence in their judgment. The superintendent's philosophy of administration will to some extent determine this relationship. If the administrative head of pupil services is at a third-level position (which, incidentally, appears to be the rule), he will generally not be consulted in significant policy and operational decisions.

If correct, this is unfortunate.

Evaluation

Organizational patterns and operational procedures usually provide for evaluation by the person to whom the pupil services administrator reports. If he is in a second-level position, the team or cabinet has a pretty good informal idea of who thinks soundly about various types of questions, who can be depended upon to follow through and carry out policy, and who needs help. Although there may be a written formal evaluation, certain aspects of evaluation remain informal and are communicated through day-to-day operations. Perhaps the most significant evaluation is made by the peer group. One can determine his effectiveness on the job by the prestige he enjoys among his peers. Do they ask him for advice? If the team, cabinet, or peers accept him and value him, he in fact has value. If they do not accept him or value him, then he has no value to the team or cabinet regardless of his skill or knowledge.

Job Security

The assistant superintendent for pupil services has a high degree of job security. He is much less vulnerable than the assistant for administration, instruction, or business. But if the adjustment of boys and girls becomes critical, his position may become vulnerable. Because student activism, a growing concern on many college campuses, is moving to the high school scene,

the school administrator, and particularly the administrator of pupil services, must provide developmental activities which give attention to this phenomenon.

Once the need for an administrative position has been established and the position created, there is a reasonable expectancy that the position will continue to exist. In a dire financial emergency, certainly pupil services will be curtailed before instruction. This may result in reassignment. More often, when retrenchment is necessary, the head of pupil services may be given other duties, but he will continue to perform some kind of service in what remains of the pupil services program. In our complex society today there appears to be little likelihood that services for youth will be eliminated or even curtailed.

Profile II—*Desirable Changes*

Assistant Superintendent, Pupil Services:
Place greater stress on administrative function, broaden the emphasis upon growth opportunities beyond disciplines within pupil services, amplify human relations approach in administration, prize the position more as a career opportunity than a stepping stone, intensify efforts to make pupil services more of an integral part of the educational program, establish closer liaison between instruction and pupil services functions, stress prevention more than remedial action, search for ways to achieve more effective group procedures.

There are a number of desirable changes which might enable incumbent pupil services administrators to become more effective in developing programs for boys and girls. General areas that must receive

thoughtful consideration include (a) the actual administrative process or administrative style of leadership established by the administrator, (b) the organizational structure which will permit pupil services to function most effectively, and (c) the operational patterns developed to utilize staff in the most efficient and effective manner.

Administration

An excellent statement that has implications for each of the several assistants to the superintendent.

If pupil services administrators are to attain greater productivity, effectiveness, and job satisfaction, they must examine their approach to the administrative function. The pupil services administrator must view himself as an *administrator* with specialization in pupil services, not as a psychologist or a guidance counselor who performs administrative tasks. His primary focus must shift to the administrative role and to increasing his competence in this area. However, like administrators of business, instructional programs, or personnel, he should of course maintain competence in his own specialty, the pupil services field.

This function will never reach its potential if the leaders come from the ranks of the disciplines. This will produce administrative levels within the pupil services department.

His professional allegiance must not confine itself to the disciplines comprising pupil services, but must shift in emphasis to provide growth opportunities of a wider scope. He must affiliate with professional groups such as the National Association of Pupil Personnel Administrators so as to communicate effectively with professionals with like concerns. His affiliation might extend to the American Association of School Administrators, in order to increase his communication with others in school leadership positions. If administrators are being drawn from the ranks of the disciplines, and this appears to be the trend, then their professional training must, through preservice or in-service experiences, develop competence in the administrative role. Professional affiliation would provide one route to this competence.

The pupil services administrator's expertness in human relations will be exercised as he becomes more involved with other departments in the system. The human relations approach has been proposed as a means of assuring more effective administration. It is suggested that action through consent, coupled with the doctrine of successive limited steps in complex problem solving, will lead to a more fully functioning administrator.

Many pupil services administrators trained in the behavioral sciences, group dynamics, and group processes are well aware of the need for involvement in the administrative process. As one administrator has so aptly put it:

"*We work hard at building the level of trust among us and at keeping relationships open so that constant and honest feedback is possible and useful. We have, figuratively speaking, an ego deposit box which we keep in constant use as we meet together. We plan together in such a way as to use to the utmost the skills of each.*"

The person aspiring to an administrative position in pupil services should consider this as a career opportunity rather than as a stepping stone. Some administrators of pupil services have already begun to develop suggested certification requirements to be implemented through their state departments of education.

It should never be considered as the "end of the road."

I have some reservations about this suggestion. Great care must be exercised to avoid rigid, inflexible requirements.

Organization

In systems of significant size the pupil services administrative position should be established as a second-level position reporting to the top-level administrator. Such an arrangement implies that pupil services are a unique function within the educational scene, separate and coordinate with other significant functions. This recommendation should not take precedence over the concern for administrative style or operational patterns. The establishment of the pupil services head as a second-level administrator is only one element which would contribute to the greater effectiveness of the total gestalt.

The administrator must assist the pupil services division in becoming more of an integral part of the educational program, not peripheral to it and subject to all economy cuts in the budget. Moreover, the administrator, through personal relations and establishing his competency, should show the district how his expert knowledge of human behavior can assist in overall district planning, enhancing the total educational program rather than just the programs for handicapped, disadvantaged, or problem children.

The goals of education described in behavioral terms encompass much more than simple cognition. Too long in education, affective goals have been implied without being measured. Educators are now beginning

Measures of self-concept and anxiety levels are examples.

to examine not only the higher-level cognitive objectives but the affective objectives as well. The expertise of the pupil services worker in the behavioral sciences is being called upon to help describe these objectives and to suggest means for evaluation. Pupil services administrators, through this common endeavor of more adequately defining the meaning of the educational process, can help to establish a closer liaison between the instruction and services functions.

This is a significant point!

The administrator must expand his efforts to develop a model which aims at *prevention* rather than remaining exclusively remedial. As staff begins consultation services in addition to direct remedial services for school and lay people, the pupil services administrator and his staff must do considerable soul searching in exploring possibilities for increasing effectiveness.

This point must be stressed to a much greater extent in the future than it apparently has been in the past.

Operations

The pupil services administrator must consider the operational patterns through which he can develop programs that have meaning for the total educational endeavor.

This is the crux of the matter—costs must be reduced.

The one-to-one relationship heretofore existing among pupil service workers and children is a luxury education can ill afford if it is not to price itself out of existence. The administrator must search for effective group procedures and procure the wherewithal to reeducate staff to new patterns of working. The administrator must explore present functions of pupil service workers in some depth and determine, with their assistance, which of these functions are now obsolete.

Students, especially those from grades five through twelve, must be involved in this evaluation.

In summary, the pupil services administrator's ultimate success will be dependent upon his effectiveness as a human relations expert. The design of the organizational pattern should provide opportunities for the pupil services function to contribute to top-level decision making. The success and impact of the pupil services program are dependent upon the extent to which the administrator plans a program emphasizing a developmental approach.

In a time of rapid societal and educational change, the pupil services administrator, like all school administrators, must remain on the cutting edge of education if he is to transfer theory into practice.

7.

SCHOOL-COMMUNITY RELATIONS

Profile I—*Current Status*

Assistant Superintendent, School-Community Relations:

Specialist in public relations, counselor to superintendent and board of education, promoter of effective school-community relations, adviser in preparation of brochures, newsletters, and house organs, facilitator of in-system communication, confidant of top leadership of school system, friend of principals and teachers, communicator of educational objectives and purposes, closer of communications gaps between school system and its public, conductor of advertised and unadvertised campaigns, specialist in communication techniques.

During the last 15 years, a new entity in school administration has emerged. Like all new entities, it has found itself the focal point of a swirling mass of ideas, suggestions, programs, titles, research, posture, and status. The variety of titles assigned by different school districts to this new office would stagger a lexicographer. By the late 1950's, many of the larger school systems had elevated the position to an assistant superintendency. The trend is toward requiring the incumbent to have a solid administrative background as a prerequisite to elevating the position to cabinet rank.

This is highly favorable. Some college training is most helpful.

Annual meetings of the National School Public Relations Association, involving practitioners from all sizes of school districts and other educational institutions, have shown that the importance of school-community relations is increasingly gaining recognition.

There is substantial evidence showing that changes in the superintendency throughout the United States come about because of a relationship gap between the superintendent and his community. The situation often deteriorates to the point where he can no longer remain superintendent. Superintendents of large and small school systems must relate closely to their communities, must keep their fingers on the pulse, must know how to find the pressure points and relieve them. The alternative is to seek employment elsewhere.

This point cannot be overemphasized.

The importance of developing a person to specialize in the community relations aspects of school administration has become obvious to school systems of every size and rank. Through the sixties the trend has been to elevate the position to the rank of an assistant superintendency in large urban and many medium-sized school systems. Smaller systems have had to be content with someone operating at a lower administrative level. Very small systems have had to operate with a person on a half-time basis in this responsibility.

Current Status

Generally speaking, two philosophies now prevail in the field of school-community relations, as indicated by a study conducted by a panel of the National School Public Relations Association in the mid-sixties. In one approach, the administrator of school-community relations is appointed at a sufficiently high level on the organizational chart for him to organize a staff of experts to provide leadership in the matters of writing, press relations, internal communications, community organizations, and staff relations. A second approach is to give the administrator of school-community relations proper status and authority in the organization to involve all other members of the school staff in school-community relations within their spheres of activity. The administrator operating under this philosophy would be given the right to cut across lines in the staff and to call for help at any level of the administration.

A later study revealed no conclusive evidence that either approach had overpowering effectiveness, provided that each is given proper help and budget. It was concluded that different philosophies seemed to fit different communities. One which works well in one community may find itself in trouble in another.

Significant Relationships

Relationships with Superintendent. The school-com-

munity relations administrator must be on a basis of frankness, confidence, and good communication with his superintendent at all times. The experience of practitioners in school-community relations all over the nation verifies this need. Regardless of title, position, or amount of pay, the school-community relations administrator must operate off the desk of the superintendent. In other words, *all the problems involving the public will eventually find their way to the superintendent's desk.* Therefore, the administrator must have the very closest and most ethical and honest working relationship with the superintendent. On the other side of the coin, it is absolutely essential that the superintendent have complete confidence in his administrator and keep him thoroughly and constantly informed on all matters relating to this phase of general school administration.

No question about this.

Working with Colleagues. Working relationships of the administrator for school-community relations with his colleagues will be structured along the lines previously described. Regardless of philosophy, there should be a very close teamlike relationship with all the cabinet-rank officers and lower-ranked officials in the school family. In this respect, the school-community relations administrator has a prime requirement—*the ability to get along with people.*

The "family" should include the teachers.

Relationships with Board of Education. In relations with the board of education, the administrator for school-community relations should operate on the same basis as other cabinet-ranked members of the staff. Under the unit type of administration, he would not deal directly with members of the board of education concerning priorities in his job. He would work through the office of the superintendent of schools for any communication with the board of education. Likewise, he would wait for the board to communicate its desires to the superintendent for operation within this field. Under no circumstances should this administrator ever become the publicity agent for a board member. Assignments given him by the board should be for the benefit of the school system as a whole.

This point needs emphasis.

Contacts with Community Groups. The administrator in charge of school-community relations should be the first to respond to requests of community organizations for projects, programs, or activities within the schools. He should take the matter to the cabinet or the superintendent for a final decision as to policy and

desirability. If the community group's request is approved, the administrator will set up machinery for the operation of the project. If it is turned down, the administrator must inform the group in a diplomatic and friendly manner why their project is not possible as that particular time.

Closely followed by communications with lay citizens groups.

Communications Media. In the minds of most administrators in this field, relationships with the communications media represent a top priority. These media include newspapers, radio, commercial television, educational television, if it is available, professional journals, and the house organ, if one exists. It is essential that the administrator have knowledge of and competency in journalism as it is practiced today. The ground rules for operating in this sphere of public and staff influence are many and varied. They may be briefly stated as follows:

- The administrator is going to work with reporters. Therefore, he should treat them with respect, honesty, and straightforwardness.
- The administrator will do well never to go over the head of a reporter to an editor or a news director. Occasionally there will be a need to communicate with the management of a division of the press, but this should be done with the knowledge and consent of the reporter and, if possible, in his presence.

Reporters must, however, be kept alert and honest.

- To claim a misquote on a bad news remark is a serious blunder. The administrator should call a misstatement of facts by the reporter to his attention without becoming mercurial about it.

Good advice!

- The administrator should contact the media only on items definitely considered "newsworthy." The choice of words is important. To tell a reporter "we want some publicity on this" may be tantamount to a professional slap.
- The same general ground rules prevail in dealing with television and radio reporters.

This is so easy for educators to forget.

- The administrator should remember that the press considers that there are two sides to every story and that it is their responsibility to reflect both. In case of controversy or an out-and-out negative approach by the press, the administrator should be able to state the position of the school system in a factual and straightforward manner so that his comments will not have to be repudiated in the next edition of the press or news release.

- Press relations vary from school system to school system. Some newspapers welcome releases prepared by the administrator; some staff the school "beat" with reporters and expect the reporters to do the writing; some accept art and photographs from the school system, but most prefer to have their own photographs and art.
- Parenthetically, it would be well for the administrator to know something of the laws relating to the press and individual privacy; he should recognize what is privileged material and what is not. He would do well to have some background in journalism before holding a cabinet-level position of assistant superintendent for school-community relations.

An important point —many school administrators are not well informed in this area.

Professional Organizations. Practice across the country indicates a close relationship between the administrator of school-community relations and professional organizations—teacher, administrative, and supervisory organizations, local, state, and national.

Planning for a national or state convention to be held in his district usually places him in a leadership role for local arrangements. He calls on local groups for support and assistance in entertaining the participants in the meeting. The administrator has direct contact with the community relations committeemen of the local teacher organization, the local administrators' organization, and any other school-connected groups. With state and federal agencies, his relationship is likely to be only a passing one.

An outstanding public relations administrator or director will find the need and opportunity to be involved at the state and federal levels.

Becoming an Assistant Superintendent

The administrative position in school-community relations is an emerging and growing one, having arrived fairly recently on the administrative scene. Usually this office is first added to the organization chart under "coordinator of school-community relations," "coordinator of public information," or some other title such as "special services." In a number of the larger systems, the person is brought in as an administrative assistant. Many times, the title is assistant to the superintendent. Regardless of the beginnings, if the administrator makes a success of gathering together a definite administrative clutch of responsibility, the superintendent of schools usually finds that he needs to raise the status of this administrator to that of cabinet rank. The importance of his operations justifies this action, and his effectiveness

will likely be heightened by having equal status with other cabinet officers in the matter of calling for departmental assistance to effect a good program.

Keystone of Administrative Team

The superintendent has been, is, and must remain the ultimate source of direction for public relations with the staff and the community. But as school systems grew in size, as the public continued to pile on demands for additional educational and welfare services, as psychological and psychiatric responsibilities were added, as sociological and ethnic relationships became more complicated, the need for an expanded team of administrators was intensified. On top of what had once been a primary emphasis on the 3 R's, the superintendent found himself unable to cope with all the new burdens. Forward-looking administrators, therefore, began to search out staff members who could assume some of the community relations overload, even to the point of decision making in the staff.

As soon as the decision-making factor was included, it became apparent that the staff member in charge of community relations should have the status of an assistant superintendent and should become a regular member of the cabinet. A new administrative entity thus came into the educational picture. Throughout the forties and fifties, surveys and inquiries were conducted as to status, job description, title, and salary. As late as 1949, there was no one in this capacity in the public school scene with a status higher than that of an administrative assistant; most were coordinators, directors, or holders of some other innocuous job title.

In the 1950's school-community relations became so recognizable and desirable a type of school administration that the following conclusions were considered valid:

1. A staff person who dealt with the whole administrative unit should have appropriate status; therefore, assistant superintendencies came into being throughout the nation in this category of work.

2. The person dealing with the important school-community relations situation needed the blessing of a top administrative salary, since this is the final test of status within a school system.

3. Only a cabinet-rank officer would have the power and discretion to pull together a program for the whole system involving all levels of personnel throughout the school district.

Can't this be accomplished in other ways, e.g., delegated responsibilities by the superintendent?

Along with the school-community relations idea there also developed the idea of the urgency of "teamwork" among all the cabinet-rank officers—those directing and supervising instruction, business, personnel, plant planning and maintenance, etc. It had become an accepted fact that all staff persons, wherever they worked in the school system, had a public relations responsibility. It also became apparent that this responsibility should have some systemwide supervision and coordination. Who, then, would be in a better position to organize this activity than a specialist in public relations? He could consult with his peers about their problems related to his particular field, advise those who wished to achieve better school-community relations, assist in the preparation of brochures, newsletters, and house organs in order to pull a particular communication entity together and to fulfill the demands of a modern school program.

This person can be of great assistance to all cabinet-rank officers and must rely on them for much help.

Immediately it must be stated that the superintendent remains the coach of the team. He is the one who has to approve the strategy, occasionally send in a play, and take final responsibility for each situation, good, bad, or indifferent, as it comes to the attention of the board of education. It stands to reason that too many decisions on the negative side of the ledger can send the assistant superintendent for school-community relations packing.

The staff of the assistant in charge of school-community relations will vary with the size and complexity of the school district in which he works. In the smaller districts, the staff remains small, obliging him to use some part-time personnel to help with the job. In the larger school systems, involving thousands of personnel and hundreds of thousands of children, a complete staff of specialists is essential to the operation. Possibly school-community relations work might be divided among assistants or specialists as follows:

- A press or media assistant
- A community planning and involvement assistant
- A staff communications expert.

The duties of these three staff members are rather clearly defined in their titles. It may be necessary to

add production people, a staff artist, and a staff photographer.

In the development of this staff, one can clearly see it as a service organization, lending its efforts to all other areas of school administration and serving a most useful function in providing relief for the office of the superintendent, providing know-how in the production of printed materials, and serving as a topflight resource unit for all areas of school effort.

The New Look: Involvement

During the past decade there has been a rising hue and cry extolling involvement as a means of settling problems from one end of the educational spectrum to the other. The presentation of this "recipe" as an escape from dilemma receives almost no refutation from any source. One has only to look back over the development of the school-community relations idea as reviewed above to see that involvement had been in the minds of those administrators all along. Indeed, in a great number of places throughout the nation, involvement has been brought to a high degree of efficiency and good outcome. The proper place for involvement—of all sizes and types—is naturally the office of the assistant superintendent for school-community relations.

Involvement with parent and citizen groups should begin at the building level. The school principal and his aids should be working at this in many instances before it reaches the superintendent's office.

Standards

In March 1969, the National School Public Relations Association's Executive Committee adopted a set of general standards for educational public relations professionals, calling for understanding of and commitment to the role of education in free society. These professionals also need to understand and accept the role and social responsibility of public relations for all educational institutions, organizations, and agencies in a free society. They must possess a commitment to the improvement of educational opportunity for all. They should practice and show respect for professional performance and ethical behavior in the pursuance of their responsibilities.

This is OK, but a long list of specific requirements leads to rigid standards of certification at the state level and seems all too frequently to eliminate qualified persons from this position.

Subject to specific inspection, these general standards would appear to require a person to have no less than a bachelor's degree from an accredited college or university. In fact, to operate at the level of an assistant superintendent, he should have at least a master's degree, and a doctorate would be desirable.

In academic preparation, the public relations professional should have a broad background in communications, behavioral sciences, education, and related disciplines. As a minimum, he should have completed study in at least three of the following four areas:

1. *Communications*—including courses in public relations, journalism, speech, marketing, advertising, radio and TV, and writing

2. *Behavioral sciences*—including courses in sociology, political science, psychology, and public administration

3. *Education*—including courses commonly offered at colleges and universities in the preparation of educational personnel leading to certification

4. *Related disciplines*—including courses and combinations of courses which cover public relations content not specifically included in the three above areas.

With regard to the experience component, the educational public relations professional should have sufficient experience to meet at least one of the following standards:

- Two years of full-time experience in an *executive* public relations position with an educational organization
- Three years of full-time experience with *staff* public relations responsibility in an educational organization
- Four years of part-time experience with public relations responsibility in an educational organization
- Four years of full-time experience with *executive* public relations responsibility in an organization outside the area of education, plus one year in a professional capacity with an educational organization
- Five years of full-time experience in a staff public relations responsibility with an organization outside the area of education, plus one year in a professional capacity with an educational organization
- Five years of full-time experience in mass communications (press, radio, television, etc.) with news, editorial, or program responsibilities, plus one year in a professional capacity with an educational organization
- Three years of full-time experience in a professional

Some actual teaching experience will be of great value.

capacity with an educational organization.

- Four years of full-time experience as a college teacher of public relations or related communications courses.

Training Ground for the Superintendency?

The answer is "Yes." It has happened in a number of places. Several current superintendents of larger school systems spent an apprenticeship in some form of school-community relations, college relations, or general public relations. A report of the NEA published in the 1950's stated that 68 percent of the superintendents who had left their positions during the preceding year had done so because of poor internal and external relations. This gives further credence to the proposition that public relations posts are good training grounds for the top position in a school system.

It is a bit different handling the full gamut of experiences of the superintendent. Just having played on the team is no guarantee that he will become a good coach.

The administrator usually finds himself becoming a decision maker within the context of general policy. If he is adept, he will often be able to read the minds of the superintendent and the board of education members. In time he may be able to assess which programs and projects will succeed and which will not. His effectiveness will be judged by the degree of success or failure of the total public relations effort, or certainly of important campaign efforts directed from his office.

As in coaching, it is usually the head coach who gets fired, not one of the assistants.

Job security in these positions has largely been tied to success or failure in the areas suggested in the preceding paragraphs. The mortality rate has been rather low throughout the years for school-community relations administrators who have been able to meet the specifications described in this chapter and have been given a chance to pursue the job to its ultimate.

Profile II—*Desirable Changes*

Assistant Superintendent, School-Community Relations: ***Be skillful in dealing with all of the "experts" in public relations, make sure that promotional campaigns are child-centered or educationally oriented, make sure school people understand the purposes of PR efforts, practice the art of self-effacement, remember that success depends upon lots of little things.***

One of the toughest elements of this job, the practitioner finds, is to deal with all of the "experts" in the field of public relations. School board presidents, many superintendents, and often chairmen of committees from every organization think they are experts in the field of public relations. This is a cross to be borne by a successful administrator in this field. He can be a good listener and hope to bend the free advice he gets to a good and useful purpose.

One in public school-community relations is well advised never to set up a campaign just to achieve a public relations result. Every campaign or effort must be child-centered or educationally oriented. The expenditure of public money merely to make someone or something look good is open to serious question.

A basic rule for success in school-community relations is to make sure that school people understand what is being attempted. After a clear understanding within the school organization is achieved, the administrator may reasonably go to the public in any part of the community and expect a higher degree of success.

The community relations administrator must be self-effacing. He must be willing to give credit to other people, to urge others to take the bows, realizing that reflected esteem is longer lasting and more beneficial than direct credit for work well done. One administrator with long experience in this field compared his job to that of front man for a circus—always out ahead of the circus itself, hanging paper and lay-

ing out advertising for the upcoming tremendous attractions. He is so busy with promotion that he seldom gets to see the show in the big tent.

The success of community relations programs depends upon lots of little things rather than on any single factor, no matter how seemingly large and significant. The following are some of the "little things" that make the difference:

- A teacher in the classroom doing an excellent job with all levels of students
- A custodian who keeps the heat regulated properly day in and day out
- A maintenance department that keeps the restrooms in working order throughout the school
- Service center truck drivers who deliver materials on time
- A school secretary with a pleasant telephone voice—she is the first one to talk to the angry parent
- A lunchroom manager who does the job efficiently
- A principal who communicates his problems as well as his successes to the proper person in the central office.

These are some of the indices of a happy school public relations program, which will reflect credit on all those who form the administrative team in a school district.

Conclusion

Most cabinet divisions in a school system have well-defined and clearly circumscribed functions. The school-community relations assistant is rarely so fortunate. He finds himself, from time to time, working in *all* areas of school administration. To be successful in his assignment, he must have the cooperative effort, goodwill, and understanding of all other members of the cabinet. He must have the right to cross lines, cooperatively, with various heads of divisions throughout the system. He must be thoroughly conversant with school policy and consistently operate within that policy as he moves from area to area to improve communications, to enlist cooperation, or to convey understanding of what the school system is seeking to do. He must be able to conduct both unadvertised and publicized campaigns. He and members of his staff must, at times, bear tremendous burdens in confidence. He must keep the confidence of a

classroom teacher or an elementary principal. His office is happiest when it enjoys the complete confidence of the superintendent and other administrators. If successful, the school-community relations assistant will enjoy a most sensitive position, comparable to that of a father confessor, a legal counsel, or a bedside physician.

The argument for having a school-community relations administrator at cabinet level rests upon the following assumptions:

1. The greatest need in education at this time is for administrators who can reestablish communications between the community and the schools, provide healthy involvement of community elements in the ongoing program of the school system, seek reasonable solutions to existing problems, and anticipate those yet to come.

2. The administrator should possess a strong educational preparation and an adequate experiential background to fortify him in his work. He should have the capacity to learn lessons daily and to profit from his experiences. Seldom is one problem exactly like another.

3. He must have the ability to work with people and to understand opposing viewpoints. He must be able to delegate authority. He must be able to deal in a friendly manner with neo-experts in the public relations field.

4. He should receive salary and status commensurate with the demanding specifics of the job since, from time to time, he will be called upon to be the "boy at the dike."

This point of view holds that the public relations administrator masterminds the successful community relations program. A possible approach which could be equally successful might have him assisting all *staff members to be sensitive to improving relations with all publics, including students, parents, taxpayers, and visitors. While one person can't sell the schools to the community, he can help all staff members improve relationships with the community.*

8.

HUMAN RELATIONS

Profile I—*Current Status*

Assistant Superintendent,
Human Relations·
Inservice training director in human relations, initiator of new programs and activities in intergroup interaction, recruiter of minority staff members, recommender of policies to strengthen human relations, facilitator of efforts to increase pupil and staff integration, consultant to staff in improvement of human relations, solver of emergency problems, participator in community action activities, monitor of curriculum development and instructional procedures to improve human relations, consultant to superintendent and board of education in the area of human relations.

The work to be performed by the head of a human relations department in a school system is essential. However, can one director or department head in a central office adequately provide all staff members with proper attitudes toward those who are different or those who may be difficult to respect?

The position of head of a department of human relations is relatively new. Certainly few school systems had initiated a well-rounded program in this area before 1960. Most full-time departments have been formed during the past five years.

At the outset of this study of second-echelon positions in school systems, 47 large school systems in cities with population over 300,000 were contacted to ascertain if they had a separate department of human relations. Fifty-one percent said "Yes," forty-one percent said "No," and eight percent did not respond to the inquiry.

An analysis of the functions which the heads of departments of human relations say they perform indicates that large school systems form separate departments of human relations when some or all of the following conditions prevail:

1. Interracial problems and tensions mount and multiply.
2. Civil rights groups press for substantive changes in the school system.
3. The percentage of disadvantaged pupils sharply increases.
4. The black community becomes impatient or militant.
5. The instructional program is alleged to be irrelevant to the clientele served.
6. The staff gets out of touch with the changing requirements of the pupils served.
7. A communication gap widens between the school system and parent and community groups.
8. A need for expertise in the promotion of better human relations among all components in the educational process becomes evident.

Departments established to work in this area generally are charged with a prime responsibility: to improve human or intergroup relations in the school system. These two terms are used interchangeably. It is difficult to ascertain a complete meaning of the term *human relations*. In its broadest sense, it encompasses the full range of person-to-person relations and is not restricted to interaction between racial or ethnic groups. Nevertheless, a careful examination of job content of the position in many school systems reveals a heavy emphasis upon interracial problems and relationships. The prime importance of this particular area of responsibility, especially in the early stages of development of the department, may account for this emphasis.

Every department should be concerned with human relations.

While more than 40 percent of the large school systems indicated absence of a separate department of human or intergroup relations, they did not imply an absence of efforts in these areas. Perhaps the need for services in human relations wasn't as pressing as in those systems that had established separate departments. In systems without separate departments, human relations services were being provided by several persons and at various levels in the school system.

This model could be most practical in diversified types and sizes of school systems.

Federal Projects Provided Impetus

Many projects under Title I of ESEA provided for services in human relations. The superintendent's office itself often was deeply involved in many aspects of the problem. Not infrequently, human relations

functions were allocated to the office of public or community relations. Thus, human relations services were often scattered throughout the system. There is a growing trend, however, to consolidate the services in a single department and to employ a specialist to direct a coordinated program.

Major Functions

Human relations activities may be divided into two areas, staff and operational. *Staff activities* include advising, planning, and evaluating. These functions require the head of the department to work as a consultant to the operational administrators and supervisors in the system. He must rely heavily upon the operational personnel's goodwill and willingness to carry out the actual activities in human relations. *Operational activities* include policy formation, development of procedures to implement policies, administration of specific programs in human relations, evaluation, and working in specific crisis situations.

Planning—Adequate time and effort must be expended on the part of the human relations department head and central administration if this new position is to be successful in meeting all challenges for which it was created.

Two of the highest priorities in job functions of the human relations department head are the direction of inservice activities and the initiation of new programs in human relations, both on a systemwide basis and at local school levels. He tries to create sensitivity to the importance of good human relations throughout the system, using a variety of approaches.

This is a good approach in larger school systems, but not possible in small or medium-size systems.

Another of his major functions is recruitment of minority teachers and other personnel. This responsibility generally rests with the personnel office, but the individual in charge of human relations frequently assumes a key role in the identification, selection, appointment, and placement of these new staff members.

This department should not become any more important than any other department or it may become more influential than the chief administrator, the superintendent.

Policy development is a fourth important function. This includes highest-level policies promulgated by the board of education and the top administration of the school system, as well as operational policies at departmental and local school levels. The head of the department of human relations consults and advises the "policy makers" to make certain that each policy decision reflects good human relations, insofar as they are relevant to the decision.

Should also have the responsibility of evaluating recommendations.

A fifth function of the human relations specialist is evaluating proposals and making recommendations for specific actions in the field of pupil integration in schools. His advice is extremely important and useful

in determining ways and means to increase pupil integration throughout the school system.

Working with staff members on a one-to-one basis and in groups for the promotion of human relations is another responsibility of the specialist in this area. As pupil and staff integration efforts are increased, there is a need to create attitudes of receptivity and to reduce apprehension if the integration process is to proceed smoothly and effectively. The human relations specialist often is the "quarterback" in these endeavors. Workshops, clinics, handbooks, counseling sessions, and orientation in human relations know-how are some of the tools he employs. It is significant that these promotional activities with staff members are thought to be a sound investment in increasing the success potential of integration efforts. While absolute success cannot be guaranteed, its probability is markedly increased by such efforts.

Good technique and badly needed.

The director of human relations often is obliged to devote an inordinate amount of time to emergency problem solving. This may be a phenomenon of circumstance and time. The newness of the position and the tensions of contemporary life—especially in large urban communities—perhaps account for much of the time and energy this function requires.

An additional responsibility centers around broad involvement in community action activities. Within recent years, the number of community groups that have been formed in the cause of community action has greatly increased. Many of these groups are directly or indirectly interested in education. The superintendent of schools, with increasing frequency, turns to the head of the human relations department to work with these groups, to represent the school system, and to exert influence as these groups seek to promote the particular interests for which they have organized.

The director of human relations does more than merely represent the school system in working with the community action groups. Deeper involvement in these activities includes contributing his leadership and unique expertise to the solution of difficult community-wide human relations problems.

This is most important.

Another function of the position is monitoring curriculum development and instructional activities within the school system itself. The director of human relations may be called upon to perform very sig-

nificant services in the work of committees formed to develop curriculum materials and to devise new instructional processes. Making certain that curriculum materials, particularly in the social studies areas, include multiethnic and racial materials is the primary concern. In the area of instructional processes, a very vital service is helping teachers and other professional personnel to increase the human relations emphasis in their techniques of instruction.

In addition to all of these duties, the director of human relations has the general responsibility of representing the board of education in countless ways when human relations matters are of paramount concern.

Other Areas of Responsibility

Heads of departments of human relations tend to have more supplemental responsibilities than their colleagues in the school system. This is due in large part to the fact that human relations duties are often assigned to an existing department head in the school system. Human relations activities may, therefore, have a half-time allocation, even though need for these services, once the position is formed, usually expands rapidly. So-called "extraneous duties" tend to deprive the human relations director of valuable time to devote to his primary duties.

Supplemental areas most often assigned to the director of the human relations department are community relations, professional program development, and fund raising.

Working Contacts

The human relations department head's most frequent interdepartmental working relationships are with the superintendent. This is not surprising. His other working contacts, listed in descending order of frequency, are with peer-level colleagues within the system, the board of education, local schools, community agencies and groups, educational institutions, professional organizations, business groups, parent groups, communications media, and state, city, and federal governmental organizations.

Facilitating Forces

Directors of human relations are able to do their work more effectively if certain facilitating forces are

present. On the other hand, if the number of barriers is excessive, the degree of job accomplishment is obviously reduced.

One of the most important facilitating forces is having the full support of the superintendent. Another is the opportunity to go directly to the superintendent without having to go through administrative layers in the organizational structure. The sensitivity of most problems in human relations makes this direct accessibility extremely important.

The school's organization chart should clearly define this procedure.

A third facilitating force is broad community awareness of the nature and significance of human relations problems and broad participation in their solution. More contact with the black community is extremely important.

A fourth expediting force is a good working relationship with community groups, particularly those which are vitally concerned with the area of human relations. This especially means an easy relationship between the head of the human relations department and the leaders of the groups.

Good relationships with the total professional staff and with students and their parents are of the highest importance. The staff should understand the mission of the human relations department and recognize that it offers services that can facilitate the work of teachers and other professional personnel. Opportunity to work directly with pupils and with their parents is equally important. Efforts of the director of the human relations department can be multiplied if he has an opportunity to work through the teaching staff itself in promoting better working relationships with students and parents.

A concerned board of education is another facilitating force. Both financial and moral support are vitally necessary. It is most helpful for the superintendent of schools to allow the director of human relations to appear before the board of education to make progress reports, to interpret the thrust of human relations activities, and to identify problems which will require the understanding and tangible support of the board.

A word of caution—the human relations director must be responsible to the superintendent.

A sensitive staff and a core of able associates who can enunciate and carry out the mission of the human relations department are greatly to be desired. As human relations is a relatively new function in the family of administrative and supervisory services, the more fully its mission is understood and accepted by

the staff, the greater the opportunity for the department to fulfill this mission.

Absolutely essential!

The promotion of good human relations depends upon a mechanism for and a program of good communications. This applies not only to the internal organization of the school system, but also to resources beyond the borders of the system.

The opportunity to participate more meaningfully in the decision-making process is an additional facilitating factor. This is particularly important when high-level policy decisions are being made.

Some Barriers

The following are among the barriers tending to hamper the efforts of the director of human relations:

- *Apathy.* Either in the community or within the school system, apathy is a barrier. In some instances, it may be as devastating as hostility.
- *Small Budget.* An inadequate budget is a constraining factor. Excessive reliance upon federal funds to support the office of human relations is a handicap. A measure of the commitment of the school system to a good human relations program is the amount of the budget which comes from local funds.
- *Insufficient Staff.* Frequently the workload, even in the early stages of the development of the department, is too heavy for the size of the staff. Duties and responsibilities tend to multiply faster than the resources to meet them.
- *Foot Dragging.* Sometimes there is considerable unevenness among faculties in individual schools in cooperating with the department of human relations. This becomes a constraint in the promotion of a good human relations program.
- *Racist Attitudes.* Hostile attitudes of a racial nature among staff members very likely will create significant barriers to the work of the human relations department.
- *Extraneous Assignments.* To the extent that an inordinate load of so-called "extraneous assignments" is assigned the director of human relations, he is robbed of valuable time and energy to devote to the main function for which he was appointed. It is possible, however, that his own definition of

Human relations should be the prime function.

an "extraneous assignment" and that of the administrator who gives him the assignment may differ.

- "*Putting Out Fires.*" An excessive emphasis upon emergency-type problems also robs the director of human relations of time to fulfill the main purpose of the department.
- *Limitation in Decision Making.* If the human relations department head has very limited opportunity to participate meaningfully in decision making, he may find this to be a significant barrier in the carrying out of his duties and responsibilities.

Qualifications

The predominant level of preparation of incumbents in the position is the master's degree. The doctorate is felt to be desirable, however.

Counseling, psychology, sociology, education, and intergroup relations are the fields of specialization in which incumbents in the position have most often majored. Some form of certification is generally required. Where individuals are chosen from outside the ranks of professional education, the position may be set up in such a way that the possession of a certificate is not required.

This may be a position which will have to be filled from outside the educational profession due to specific requirements and the experience factor.

Practice varies widely. Most directors of human relations feel that prior teaching and administrative experience is highly desirable. A further asset is experience in the general field of human relations outside education. The amount of prior experience is probably of less significance than the type and quality of the experience.

Those who hold the position name a wide variety of personality traits desirable in one carrying out human relations functions in a school setting: patience, perceptiveness, objectivity, sensitivity, and warmth. Desirable operational skills include ability to work with others, ability to take criticism, counseling skills, skills in organization, social astuteness, and tolerance for pressure.

Two excellent lists.

Involvement in Decision Making

In most instances the head of the department of human relations is called in on an ad hoc basis to consult in decision making at the highest levels and at lower echelons in the school system when topics are under consideration that have implications in the area of human relations. In some cases the direc-

tor of human relations is a key member of the superintendent's cabinet and is routinely involved in decision making in all areas.

Opportunities will increase for the experienced person. Training programs should be developed to provide replacements.

Turnover

No significant trends in job turnover are yet apparent. Newness of the position undoubtedly accounts for turnover's not being a problem. More time will be required to establish a trend.

Summary

This is admittedly a limited and incomplete profile of the position of head of a department of human relations as it exists at the present. The newness of the position and the substantial variations in organizational structure in school systems make it difficult to generalize concerning the position of director of human relations.

More systems will establish full-time positions in the area of human relations as time goes on. The need for such positions is unquestioned. Job content and position perimeters are gradually being clarified and expanded. Acceptance of the position by older and more established departments in school systems is growing. Time undoubtedly will see the position firmly established in many systems in both urban and suburban communities because there is a clear need for planned and organized efforts in human relations, and the potential dividends are great.

Profile II—*Desirable Changes*

Assistant Superintendent, Human Relations:
Elevate rank of position, make the department a line position, increase allocations from local funds, augment department staff, utilize more people from the community in staff positions, increase participation in curriculum development, broaden involvement of parents and pupils in intercultural relations activities, intensify communications with the black community, increase commitment to the need for better human relations at all levels in the school system.

The objectives of this position will be reached only by cooperation, not by demand. Therefore, it should be a staff rather than a line position.

The relative newness of the position of human relations department head increases the inclination on the part of the incumbent to free himself from some of the so-called impediments of the position. A rapid proliferation of duties often outstrips the capacity of a department to fulfill its responsibilities. Frustration frequently results. Thrust for amplification of staff intensifies.

Deeper involvement in the established functions of the educational process, closer working relations with the community, greater utilization of community resources, particularly manpower potential, and more effective communication with various ethnic groups are among the desirable changes that should take place.

Modifications in Status of Position

Raising the rank of the position to the level of an assistant or associate superintendency, with cabinet status, is suggested. It is argued that the status of the position and its functions would be enhanced if it were placed on a par with other established departments. Proponents of this action contend that the position's duties and responsibilities and the social exigencies of the times warrant the change.

This is good.

But what would be the attitude of the minority group members and others outside the "establishment"?

"Human relations administrator" may imply that other department heads are not interested in human relations. A change in title would be a good thing.

These specialists will have to be developed and trained through staff development programs.

Change of department title might also be in order. Among the alternative names suggested is "department of intercultural affairs."

Additional staff is recommended, for it would enable the department to improve services generally and to move into specific areas not now being adequately served. An expanded staff would permit additional involvement in curriculum development and inservice education. Specialists in intercultural affairs might be assigned to work with staffs in individual schools and offices of the system. More professional personnel would make it possible to conduct sensitivity training to improve human relations, frequently found lacking in existing programs.

There is a need for publications in human relations. Monthly bulletins for systemwide distribution could be very useful. Orientation materials for new administrators and new teachers are needed.

Employment of community people in paraprofessional posts would strengthen the human relations program. Aides, coordinators, assistants, adjuncts, and helpers could be utilized in meaningful ways to improve school-home-community relations. Internal and external communication might be strengthened with the addition of paraprofessional staff members.

Overcoming Barriers

As more local funds are committed to the support of the human relations program and less reliance is placed upon funding primarily from federal sources, the status of the department will be enhanced. Additional local support evidences a deeper commitment to the importance of the function. If and when this change becomes more widespread, an important barrier to effective operations will have been removed.

An additional barrier that needs removing is indifference or lethargy on the part of staff members, parents, and patrons of the school system. Increased awareness of the problems of potential and actual racial discord is needed.

Lack of parent education is another barrier that impedes the work of the human relations department. Very substantial programs in parent education in human relations are called for.

In those instances where the head of the department of human relations is obliged to carry out other functions and responsibilities, his efforts in the principal thrust of the department are diluted. The removal of

the extraneous portions of his position presumably will help to overcome this operational barrier.

Broadening of Program

The human relations program needs to be broader and deeper. While the troubleshooting aspect of the position cannot be eliminated, time is needed to concentrate to a greater degree on preventive efforts, including—

- More direct involvement in curriculum development and the instructional process.
- More intensive inservice education.
- More liaison work with community groups.
- More direct participation in cabinet-level decision making.
- More attention to intra- and interstaff communication problems.
- More advisement and counseling services for top-level administrators and heads of local schools.

Public schools provide the crucible in which the estrangements of ethnic and other social groups must be reconciled. Tensions are created in the process. Organized programs in human relations, under trained and sensitive specialists, can ameliorate these tensions. The human relations programs must be strengthened in order to increase intergroup understanding, to foster greater unity of social purpose among individuals and groups, and to facilitate the thrust for a deeper sense of personal worth on the part of those striving to establish their identity.

An excellent statement.

Care should be taken that conflict and overlapping do not develop with other community human relations departments. The school should not have sole responsibility in this area.

APPENDICES

1. BIBLIOGRAPHY

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2. QUESTIONNAIRE

Instructions

THE ADMINISTRATIVE TEAM. The following chart has been devised in the hope that it will provide information which can be used to compare administrative organization patterns.

Before filling out the chart for your school system, please examine the enclosed sample chart, which has been filled out for an actual school system. You will note that in the boxes at the top of Columns 1 through 6, the major central office administrative positions have been placed in descending order from left to right (excluding certain positions such as superintendent or deputy superintendent—if only one person has this title—and such persons as legal adviser to the board).

In the boxes under Column 1, headed ASSISTANT SUPERINTENDENT, the functional areas headed by assistant superintendents have been placed vertically, one to a box, i.e. "Business," "Secondary and Adult Education," and "Elementary Education." In the boxes under Column 2, the areas headed by DIRECTORS are listed. Please note—all areas headed by directors that fall within the functional areas in Column 1 are placed in a box in Column 2 in the same row (A, B, or C) as in Column 1. Thus all functions in Row A fall within the functional area headed by the assistant superintendent for business. The same is true of Row B and Row C.

Note that in Row F the area of "Personnel" is not headed by an assistant superintendent and does not fall within one of the functional area's in Rows A - C. Therefore, "Personnel" has been placed in its own row under the position title of the highest person in this department—DIRECTOR.

Note that in Column 3, Row E, under SUPERVISOR, the positions of case worker and of psychologist have been placed in parentheses since they do not have the title of "supervisor" but are considered equivalent to supervisors. Note also that the number of these personnel is indicated in parentheses after the position designation. The same is true in Column 4, Row B, COORDINATOR.

The chart, when completed, should show *horizontally* the titles, numbers, and types of positions in each functional area. A look *vertically* will show the number of personnel in each functional area with a given position title, e.g., DIRECTOR.

DO NOT try to make your organization fit the sample chart; you may have more, fewer, or different functional areas and position titles.

SCHOOL SYSTEM

POSITIONS	*Assistant Superintendent*	*Director*	*Supervisor*
LEVELS OF RESPONSIBILITY	**1.**	**2.**	**3.**
Administrative Function **A**	Business	Maintenance Food Services Child Care	Maintenance Operations Grounds Purchasing
B	Secondary and Adult Education	Vocational Education	Science and Math Music (K-12) Art (K-12) Instructional Materials (K-12) Physical Education (K-12)
C	Elementary Education		Primary
D		Administrative Services	
E		Guidance and Pupil Personnel	(Case Workers) (5) (Psychologists) (3) Special Education
F		Personnel	

Coordinator		
4.	**5.**	**6.**
English Social Studies Foreign Language (2)		
Primary Years 4, 5, and 6 Mentally Gifted Minors		